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**A
GREATER DOWNTOWN
FOR THE 21ST CENTURY**

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DEPARTMENT OF CITY PLANNING
CITY OF LOS ANGELES

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November 21, 1990

To Interested Persons:

I am pleased to forward a copy of our recent report entitled, "A Greater Downtown for the 21st Century." This report is in response to a City Council motion to review adopted land use plans and current projects in the Greater Downtown Area to identify issues related to policy coordination, conflict and direction in the area.

The report reflects the major forces which have shaped the growth of the Greater Downtown Area which now encompasses the Westlake, Central City and Central City North area, plus areas surrounding the USC/Exposition Park/Coliseum complex. Interviews with more than four dozen representatives from the public and private sectors assisted in providing a broad diversity of issue identification and recommendations.

The report emphasizes the presence of a downtown significantly larger than previously envisioned, which serves an international marketplace, provides an economic engine for the City and region, and functions as a unique governmental and cultural center for all of Southern California.

In spite of the area's great success and growing skyline, problems such as a growing homeless population, worsening traffic congestion, and an aging infrastructure persist. An array of public policies and plans--some contradictory, some out of date, and some which lack coordination, underscores the need for a comprehensive vision and long-range plan for the Greater Downtown Area as an entire entity.

Designed to complement more focussed efforts underway, such as Central City West and Central City East Specific Plans and the Downtown Strategic Plan, this report will achieve its highest purpose if it focuses attention and triggers active discussion on the important issues and opportunities identified and leads to a



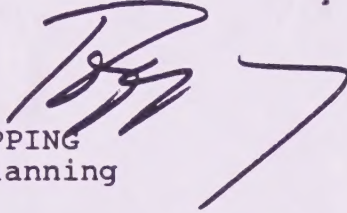
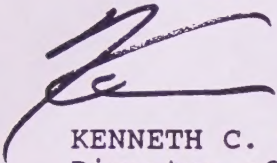
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November 21, 1990

commitment to action by the public and private sectors. Your participation in this effort is critical if the Greater Downtown is to become one of the truly great downtowns of the world in the 21st Century.

Sincerely,



KENNETH C. TOPPING
Director of Planning

KCT:DG:bp

Att. A Greater Downtown for the 21st Century

a:cover.doc

COUNCIL FILE NO. 89-2568

**A
GREATER DOWNTOWN
FOR THE 21ST CENTURY**

**DEPARTMENT OF CITY PLANNING
CITY OF LOS ANGELES**

JULY 1990

A GREATER DOWNTOWN
FOR THE 21ST CENTURY

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EXECUTIVE SUMMARY AND RECOMMENDATIONS

Greater Downtown Los Angeles is the focal point of financial, legal, governmental and transportation activities for the Southern California region. It contains specialized districts for jewelry, apparel, toy, flower and food distribution and is a cultural center for diverse populations. Employment density is the highest in the region, reflected by an increasingly tall, dense skyline created by many new highrise office buildings. People throughout the region commute into the Greater Downtown for work.

Greater Downtown has no precise boundaries. It is a loosely configured area extending well beyond the perceived boundaries of the 110, 101 and 10 Freeways and Alameda Street. Over time, the conceptual boundaries of this area will change in response to physical, social, environmental and technological changes. Presently, the area surrounds the Central Business District (CBD) roughly from Central City West on the west, to the Los Angeles River in the east, Union Station/Olvera Street, Chinatown on the north, and the USC/Coliseum/Exposition Park area on the south. While the latter area has been seen as a satellite area, its close proximity and easy access to the Central Business District, together with the presence of major academic, cultural and sports centers all point to its inclusion in Greater Downtown in the future.

Greater Downtown truly comprises the "heart" of the City and Metropolitan Region. All the classic characteristics of great downtowns elsewhere in the world reside here at the crossroads of the metropolis - central business district, commercial and government office headquarters, parks and plazas, cultural and convention centers, stadiums and sports arenas, colleges and universities, hospitals and health centers, higher housing densities, ethnic neighborhoods, railroads and freeways, the hub of a

fledgling rail rapid transit system, and a river waiting to be brought back to life.

Greater Downtown's regionally visible skyline signals the transition of the Los Angeles region from an extended auto-dominated mosaic of middle class 20th Century suburbs to a multifaceted cosmopolitan urban place offering a vast variety of uniquely differentiated living, working and recreational environments for the 21st Century. No other downtown in Southern California or on the West Coast can replicate this unique role and mix of form and functions.

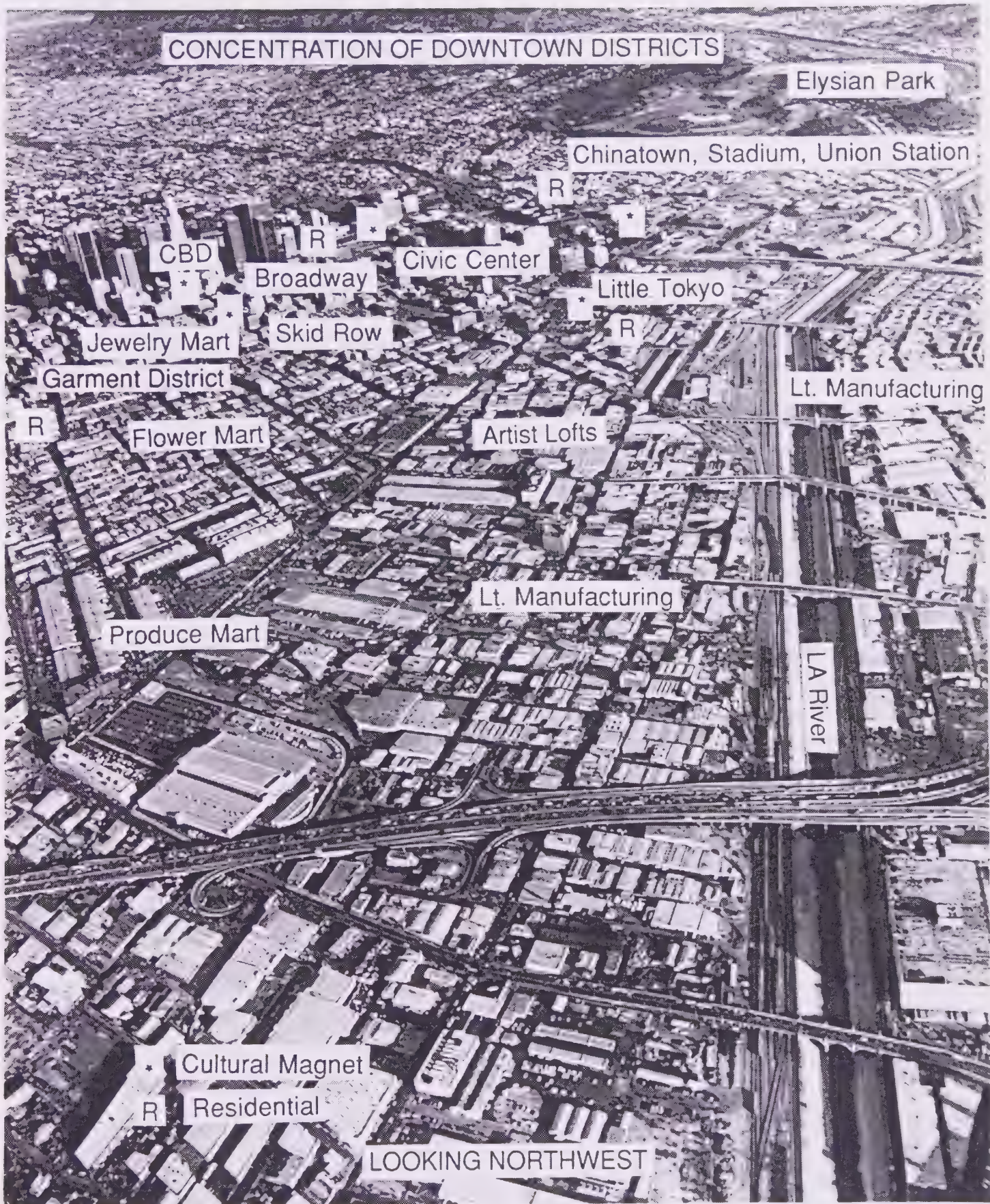
Continued growth of all functions in Greater Downtown is essential to its future well-being. Economic expansion is an essential source of support for increased social services. Office development needs, to be matched with more restaurants and specialty retail. Aggressive marketing of Greater Downtown for art shops, boutiques, bookstores, restaurants and specialty shops and intercultural malls would spur tourism, recreation and nightlife. Completion of the Convention Center expansion will bring in a potentially enormous trade for tourism.

Market inducements to stimulate production of a variety of dense, mixed-level housing in close proximity to jobs must be aggressively pursued in order to minimize future regional traffic into the Greater Downtown. A range of transportation facilities (including intercept parking) must be expanded to provide improved regional connections and internal circulation. Aerial and subterranean transit guideways offer an opportunity to redirect movement within and near downtown. Ride-sharing and other transportation demand management measures must be greatly heightened. Sidewalks must be widened, trees planted paseos, open courts and plazas created to encourage pedestrians.

To accomplish this, Greater Downtown should be planned as a whole, first by coordinating the separate planning duties underway and, in the long run, by simultaneously revising the Central City, Westlake, and Central City North Community Plans, and portions of adjoining community plans in a single undertaking to produce for the first time a Greater Downtown Plan.

Work should continue expeditiously toward completion of the Central City West Specific Plan, Downtown Strategic Plan, Central City East Specific Plan, and other neighborhood studies in a manner which supports and facilitates the longer term objective.

CONCENTRATION OF DOWNTOWN DISTRICTS



Elysian Park

Chinatown, Stadium, Union Station

R

CBD

R

Civic Center

Broadway

Little Tokyo

R

Jewelry Mart

Skid Row

Garment District

R

Flower Mart

Artist Lofts

Lt. Manufacturing

Lt. Manufacturing

Produce Mart

LA River

Cultural Magnet

R

Residential

LOOKING NORTHWEST

MAJOR TRANSIT (Union Station), SPORTS, CULTURAL CENTERS AND NEIGHBORHOODS

LOOKING SOUTH FROM "CITY NORTH"



To provide some of the necessary policy direction and coordination, an interim City policy framework should be prepared for adoption by the Mayor and City Council. This statement should reconcile policy conflicts identified by the various plans presently undergoing preparation and guide activities of involved public and private organizations. The predominant role of Greater Downtown within the City and region should be reflected in this interim policy as well as in the centers concept revision in the upcoming Balanced Growth Element. More importantly, the specific recommendations which follow should be seriously considered in formulation of this interim policy.

Greater Downtown's destiny is circumscribed mainly by today's limited vision, for it has the potential for becoming a truly great urban center. Its present shortcomings of insufficient housing, transportation, public spaces and pedestrian paths, tourism and nightlife and social services can all be transcended given the political will and coordinated effort to plan and act wisely for the benefit of the broader good.

RECOMMENDATIONS

1. Describe the boundaries of Greater Downtown generally by the boundaries of the Westlake, Central City and Central City North community plans, as well as the USC/Coliseum/Exposition Park portions of the South Central and Southeast Community Plans.
2. For this area, direct preparation of an integrated, comprehensive community plan known as the Greater Downtown Community Plan. Prior to that, adopt interim City policy which sets forth principles to coordinate various planning studies currently underway without hindering their expeditious completion.
3. Conduct a City Council workshop with the Mayor, City Council committee members, Planning and CRA Commissioners, key city staff, Downtown Strategic Plan Advisory Committee (and other public and private interests as may be identified) to coordinate City policy and action in anticipation of an interim policy. The workshop could consider the following proposals, but should not be limited by them.
 - A. Consider new incentives to stimulate for housing production in the Greater Downtown; initial ideas to evaluate:

- 1) Measure residential density by Floor Area Ratio and not dwelling units per acre to provide greater flexibility in designing unit types;
 - 2) Permit conversion of commercial square footage (or FAR) into residential square footage (or FAR), tested against trips generated;
 - 3) Target Spring, Broadway and Main Streets to breath new economic life into historic structures through loft conversions;
 - 4) Remove density controls altogether in selected areas;
 - 5) Target City North for mixed use housing;
 - 6) Limit commercial potential in the (Q)R5 in South Park except for neighborhood support ground floor retail/commercial such as a grocery store, hardware store, etc.;
- B. Phase growth, commensurate with infrastructure;
- C. Define regional transportation requirements and adopt a plan to implement them;
- D. Determine parking ceilings for major commercial office districts;
- E. Identify neighborhoods and districts of Greater Downtown in a comprehensive way, emphasizing their special character and value, through an urban design plan;
- F. Link corporate development with training and development opportunities in the Southeast, South Central and Eastside communities, such a job training, recruitment, locating satellite businesses in those communities;
- G. Strengthen current policy on provision of social services and low income housing, including Single Room Occupancy facilities;
- H. Channel Community Reinvestment Act funds into the Greater Downtown.

The conclusions from the workshop should be integrated into the interim policy.

4. Direct the Community Redevelopment Agency with Department of Transportation to expedite the transportation study for the Downtown Strategic Plan, expanded to consider the regional transportation system affecting the Central City, Westlake and Central City North Community Plans; determine costs and financing; and request additional cooperation from the Los Angeles Transportation Commission and Cal Trans.
5. Direct the Departments of Engineering and Transportation to inventory street and sewer system capacities within Central City, Westlake and Central City North Community Plan areas, Southeast and South Central; identify improvements needed and alternative means to finance them.
6. Accelerate Council adoption of the Master Plan of Downtown Streets and Sidewalks. Approved by the CRA Board on April 22, 1987, these standards establish important pedestrian-oriented streets in the downtown. Downtown as a walking area needs to be promoted. Thoughtful public policies to establish wider sidewalks, paseos and other midblock connections need to be adopted.
7. Direct the Department of Transportation, in cooperation with downtown corporate interests, prepare plans for a DASH shuttle system which connects the neighborhoods and districts of downtown to expand multicultural opportunities in the Greater Downtown. USC should be consulted to determine its interest in providing shuttle connections linking the County Hospital/Health Sciences campus to the main campus via DASH. The use of Dodger Stadium and the Exposition Park/Coliseum complex should be evaluated as sites for intercept parking.
8. Direct the Planning Department to give priority to the Greater Downtown as a regional and international center in the Balanced Growth Element.
9. Direct the City Administrative Officer, working with the CRA, Central City Association and other business interests, to investigate the opportunity to create a non-profit economic development entity to supplement existing institutional resources through promoting, raising funds for and helping

to implement new activities in the downtown to tie districts and neighborhoods together.

10. Direct the Planning Department to prepare a work program, financing proposal and budget to accelerate preparation of a Greater Downtown Plan through a coordinated revision of three community plans: Central City, Westlake and Central City North. Include the northerly portions of the Southeast and South Central Community Plans created to the USC/Coliseum/Exposition Park area within the Greater Downtown Plan.
11. Direct the involved City departments and agencies to specifically address the recommendations of the recent City North and Boyle Heights Los Angeles/Design Action Planning Team (LA/DAPT) charrettes in the course of neighborhood planning and development actions. LA/DAPTs, as appropriate, in formulating their responses to Greater Downtown.
12. Direct the Planning Department and the City Administrative Office to reactivate the Civic Center Authority which coordinates development among local, county and state agencies in Civic Center.

MAJOR UNIVERSITY AND ARTS, CULTURE, SPORTS IN GREATER DOWNTOWN



"HISTORIC" DOWNTOWN (1968)

LOOKING NORTH ALONG BROADWAY AND SPRING STREETS



GENERAL FINDINGS AND RESPONSES TO COUNCIL MOTION

- o Through mid-Century, Greater Downtown evolved from its historical beginnings near the Pueblo southward along Hill, Spring, Broadway and Main Streets, and westward along 5th, 6th, and 7th streets. A 13-story height limit for office buildings imposed early in the 20th Century was replaced by a floor area ratio (FAR) system which allowed greater heights as better techniques for ensuring earthquake safety in taller buildings became available. An average FAR of 6:1 was set by the Central City Community Plan adopted in 1974. The Community Plan and the Central Business District Downtown Redevelopment Plan, adopted in 1975, included an allowance for FARs up to 13:1 on individual sites with a transfer of density rights.
- o Redevelopment has utilized transfer provisions of the Community Plan and the Downtown Redevelopment Plan to concentrate FARs greater than 6:1 within the financial core area near the Harbor Freeway. Some office development located outside the Redevelopment Area west of the Harbor Freeway, where lower land prices combined with plentiful commercial zoning made it attractive for office development below FAR 6:1.
- o Congestion on the Harbor Freeway and Greater Downtown streets has created concern about traffic impacts of commercial growth. Although Metro Rail, the Blue Line, and other light rail expansions will begin to improve commuter access from the suburbs during the early 1990's, ridesharing and peripheral parking must be rapidly and extensively expanded to offset traffic congestion, which will otherwise increase as office buildings under construction are completed and occupied. Coordinated action is urgently needed to determine, plan and finance necessary

DOWNTOWN AS REGIONAL "MAIN STREET"



"City West "

CBD

ARCO

LOOKING NORTH HARBOR FWY.

transportation improvements and induce the construction of additional housing close to the new jobs being created by office development.

- o The regional role of Greater Downtown is reflected in the Central City Community Plan but is not recognized in other related plans such as the Westlake, Central City North Community Plan and the Centers Concept. Nevertheless, in recent years, City government has encouraged expansion of Greater Downtown beyond the Freeway loop and Alameda Street, and supported its intensification as a multifunctional international, as well as regional center. Ad hoc policies articulated by the Mayor, City Council, Board of CRA Commissioners and City Planning Commission have supported this expansion and intensification.

RESPONSES TO THE CITY COUNCIL MOTION ON GREATER DOWNTOWN

- A. Do these plans (Central City Community Plan, Downtown Strategic Plan, Draft Central City West Specific Plan, Central City North Design Symposium, Proposed Central City East Plan, etc.) taken as a whole reflect the City's current articulated goals for the center of Los Angeles?

The Central City Community Plan, Downtown Strategic Plan, Draft Central City West Specific Plan, Central City North Urban Design Symposium, Proposed Central City East Plan, and proposed Figueroa Corridor Study together reflect, to a substantial degree, the City's objective to create a regionally dominant Greater Downtown. However, there is insufficient understanding between City departments and decision makers on how various plans and programs fit together. Moreover, some policies conflict, such as implementation of earthquake retrofit objectives vs. Single Room Occupancy (SRO) objectives. There is an immediate need to articulate and reconcile informal and formal policies affecting Greater Downtown.

- B. What is the growth potential for the Greater Downtown Los Angeles and What are the advantages of such growth to the City?

The growth potential for Greater Downtown is the maximum theoretical build-out of community plan land use designations, balanced by the capacity of infrastructure, coupled with the anticipated rate and intensity of replacement of various land uses.

Capacities of the existing freeway, street and sewer systems in certain areas of Greater Downtown may be well below the traffic and sewage generated at full community plan buildout. However, there are limits on likely market absorption of construction in various land use categories. Office construction, for example, has proceeded at slightly over 1 million square feet per year in the past decade. Improved projections of buildout potential, infrastructure capacity and market activity are needed to effectively plan Greater Downtown. Guided properly, growth can be socially, economically, and environmentally beneficial. Left to happenstance, growth can lead to economic as well as environmental deterioration.

- C. What public policies will assure that growth is focused on areas that will reinforce City objectives?

Few public policies focus Greater Downtown growth to meet City objectives (which are unclear in themselves). The Central City Community Plan delineates areas within which FARs may be transferred, but does not specify the maximum FARs that should result in different neighborhoods. Presently, there are no City policies which effectively stimulate sufficient construction of housing to meet the needs of low and moderate income households or balance commercial development. To link policies to objectives, it will be necessary to first clarify City objectives and then to implement them with stronger market inducements as well as restrictions. For example, if the City's objective is to bring in more market rate and low and moderate income housing, then stronger inducements will be needed. Similarly, if growth is to be matched with infrastructure capacity, development phasing will be necessary while infrastructure is improved.

- D. What are the related public benefits and costs to the City which would affect issues such as housing, transportation, economic development and social services?

Costs and benefits of public policies are unclear. For instance, accurate forecasts of traffic congestion, with and without additional housing, are needed to better understand the costs and benefits of a housing expansion program. Similarly, a clearer picture of the relationship between economic development and expanded social

services is needed to understand their costs and benefits.

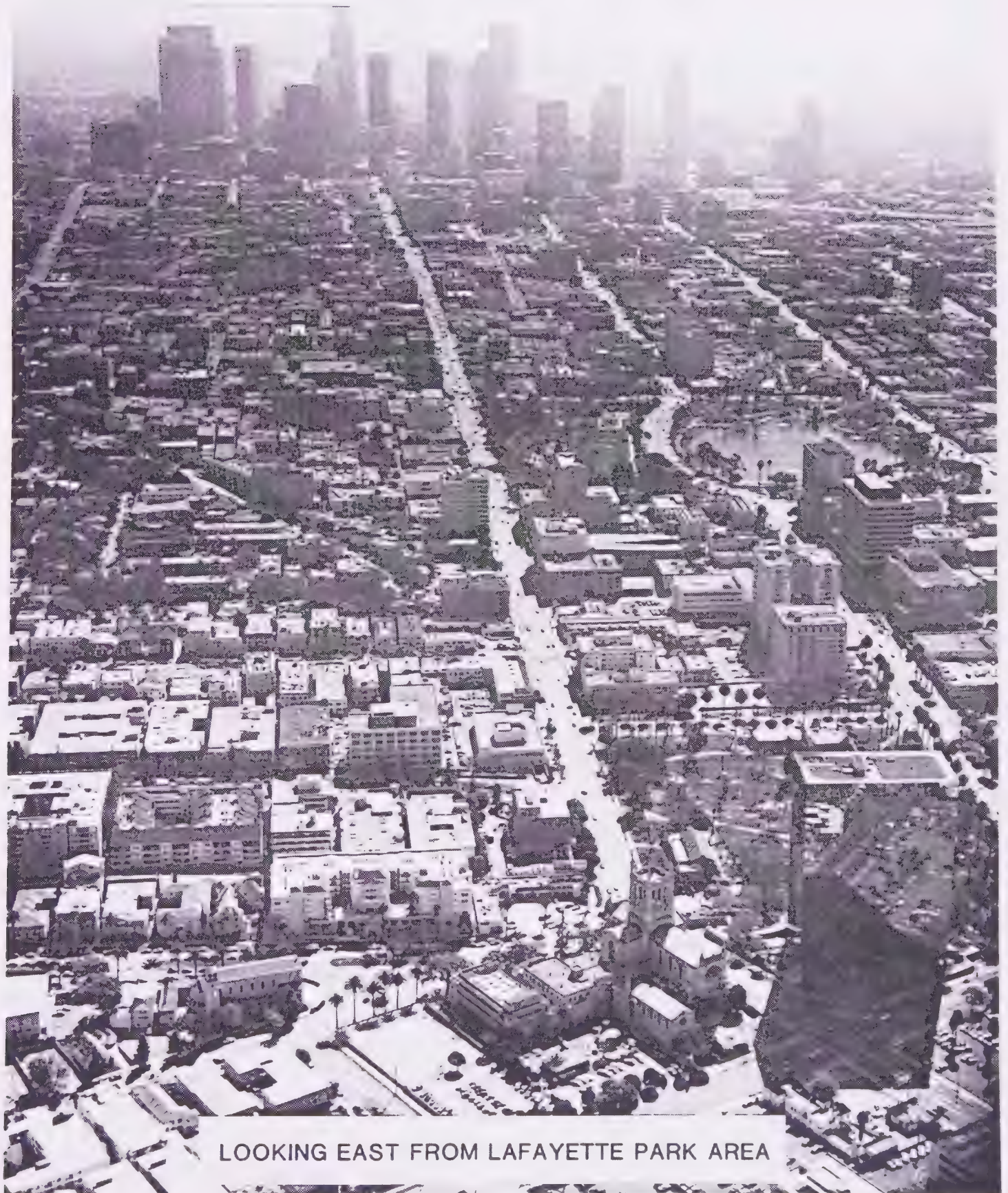
- E. Do current and future plans assure an equitable approval process for individual project and policy decisions within the context of the greater downtown area?

Current and future plans do not necessarily ensure an equitable development approval process because circumstances are so different from area to area. For example, projects within the Central Business District Redevelopment Plan areas may transfer density to achieve up to a 13:1 FAR and may be benefitted by financial inducements and condemnation powers exercised by CRA. Projects within the "traffic impact zone" are restricted to a ratio of .6 spaces per thousand square feet on-site and must find .4 spaces per thousand offsite, whereas projects outside this zone must provide a minimum of two spaces per thousand which provides a marketing advantage. Projects within the Central City West area must pay a development fee for transportation improvements, whereas in other parts of Greater Downtown no TRIP fee is required. Such factors need to be reconciled or balanced within Greater Downtown in order to assure equity of approval processes.

CONCLUSION

Greater Downtown should be planned as a whole, overlaying land use, air quality, housing, economic development, urban design, social services and infrastructure factors, together with a careful scrutiny of the character and quality of individual neighborhoods as they make up the whole. This can be accomplished in the longer term by undertaking the revision of the Central City, Westlake and Central City North Community Plans plus the USC/Coliseum/Exposition Park portion of the South Central and Southeast Community Plans, together, as a single Greater Downtown Community Plan. Meanwhile, work should continue toward completion of the Central City West Specific Plan, Downtown Strategic Plan, Central City East Specific Plan, and the City North and Boyle Heights LA/DAPT Design Workshops, and Figueroa Corridor Study in a manner which facilitates this long-term objective. An interim City policy framework should be prepared and adopted which recognizes Greater Downtown's predominant role in the region and, which to the maximum extent possible, reconciles key policies reflected in these more localized planning efforts.

NEIGHBORHOODS, PARKS, AND OPEN SPACE



LOOKING EAST FROM LAFAYETTE PARK AREA

EASTSIDE NEIGHBORHOOD IN GREATER DOWNTOWN

LOOKING WEST FROM BOYLE HEIGHTS



BACKGROUND

This background report is divided into four sections. **Section A** discusses adopted plans, proposed plans and other studies whose geography places them in or near Downtown Los Angeles. Matrices summarize goals, features and key issues for each plan and study area. Policies which have been established by City Commissions or the Council are identified as well.

Section B provides a brief historic context and overview. **Section C** focuses on the primary issues related to the Greater Downtown. **Section D** discusses alternative meanings or definitions of "Downtown" presented from differing points of view. A variety of "Greater Downtown" boundaries are presented.

The subject motion (Woo-Bernson-Farrell, 89-2568) introduced in City Council on December 8, 1989, instructed the City Planning Department to prepare a report with the assistance of other departments. To that end, several meetings were subsequently held with the Community Redevelopment Agency, Community Development Department and Department of Transportation to prepare the matrix information contained in this report (See Appendix, Exhibit C-1) and to exchange ideas on report format and content. Staff assigned to the various identified plans and studies have summarized the highlights of these elements. The matrix is intended to be a quick reference for comparative purposes.

Certain localized interests or issues may be missing from this report. This is not the result of censorship but rather a necessary consideration in developing a manageable product within the limited time and resources.

SECTION A: PLANS AND POLICIESPlans

The community plans for the study area consist of the Los Angeles Central City Community Plan, the Central City North Community Plan, the Westlake Community Plan and portions of the South Central and Southeast Los Angeles District Plans. These plans were adopted by City Council in the 1970s and reflect data, land use issues and environmental concerns at that time. Underlying assumptions in these plans relative to future events have not always proved correct. The development of the People Mover system, for example, did not occur. The level of investment of foreign capital in the Central Business District, Bunker Hill, Chinatown and Little Tokyo in the past 10 years has been unprecedented. Aerial photographs (See Appendix) show a dramatic expansion of high-rise office development over time.

The community plans designate Regional Commercial uses at a maximum Floor Area Ratio (FAR) of 6:1 for much of Central City along with the Wilshire Corridor. Generally, this is the most intense FAR permitted in the City. Zoning allowed a maximum FAR of 13:1 for most of this area until it was amended to 6:1 in the General Plan/Zoning Consistency Program (AB 283) to be consistent with the community plans. Most other areas in the Greater Downtown have an FAR limitation of 3:1 or 1.5:1 (See Exhibit B for generalized FAR).

However, within the Central City Community Plan through a transfer of floor area, the 6:1 limit will allow 13:1 on individual sites and the 3:1 limit will allow 6:1. This provision which is unique among all community plans, is implemented through the Transfer of Floor Area (TFAR) ordinance adopted by the City Council in 1988.

The Central City Community Plan envisions high density, high intensity center for the region with a pronounced 24-hour activity pattern. Pedestrian, cultural, ethnic, government, financial and historic uses are emphasized. Special industrial uses such as jewelry, produce and garment manufacturing are encouraged to be retained and strengthened.

Bunker Hill, Central Business District (CBD) and Little Tokyo Redevelopment Plans are located in the Central City Plan areas, Chinatown in Central City North, Pico Union I and II in Westlake, and Hoover and Hoover Expansion in South Central. While some of these projects preceded the adoption of the applicable

community plan, they are all now in conformance with the community plans. Under California redevelopment law, the primary function of redevelopment plans is to implement the Community Plans in areas characterized by blight. The CBD Plan is by far the largest of these plans (See Exhibit C-5) comprising over 1500 acres.

Policies

Although adopted community plans represent formal City policy, there are a number of additional policies which affect land use in the study area. Some policies are coordinated and mutually supportive while others are not. Some policies have been articulated and implemented while others are either forgotten or determined to be of lower priority than other competing interests. Existing formal and ad hoc City policies applicable to specific geographic areas are not catalogued by area nor are policies catalogued by issue. Consistent decision making over time may point towards a policy direction.

For example, CRA's 1985 adoption of a Downtown Art in Public Places Policy (August 26, 1985), covering the CBD, Bunker Hill and Little Tokyo project areas was preceded by earlier five actions. In a letter of support for this policy, the Mayor pointed out that the CRA has had a "long standing interest in the arts" citing a development project 21 years earlier in which CRA required art to be incorporated.

Individual decisions, however, do not necessarily establish policy. Piecemeal resolution of land use problems, without a coherent policy framework, will muddle future decision-making. The City already experiences numerous requests and motions spurred by a perceived public need to do something different (e.g. interim control ordinances). The Greater Downtown is not necessarily unique in this respect. The world has changed since the community plans affecting this area were adopted. Although goals and policies in the applicable plans are sufficiently broad and flexible in many instances to accommodate today's development proposals, specific questions arising in recent years need to be addressed.

Since adoption in the 1970's of the Central City, Westlake, and Central City North Plans, no extensive plan amendments have been made other than the downgrading of some street designations. Plan Amendments resulting from AB 283 were highly localized, but in some cases important. For example, changes were made in the Civic Center area, South Park and in Central City West. None caused changes in

redevelopment plans. Some policy was much more forcefully applied in the zoning ordinances (e.g. Civic Center, intensity South Park housing) than in prior zoning.

Considering the length which has passed since adoption, the continuity of policy is noteworthy. In many respects, the shortcomings of the plans may have less to do with outdated policy and more to do with, coordination, funding, implementation, enforcement, personal and property safety, public sector incentives, private sector risk-taking and market conditions. However, the overlaying of decisions, policy departures, specialized policies and outright conflicts apparent in recent years make clear the need for a new coordinated framework.

Interviews

Initial interviews with public and private sector representatives are incorporated into this report as proposed in the Council motion (see Exhibit E for interview excerpts by issue). The comments generally reinforce the notion of a Downtown which is the primary commercial center of the city and the Southern California region, especially with regards to financial and corporate office uses, and major wholesale industries. On the positive side, Downtown's influence can be measured by the distance people are willing to commute from their residences in Palmdale, Thousand Oaks, Riverside and Orange Counties, in order to work. To state it in negative terms, these workers are unable to find adequate housing in or closer to Downtown due to price, perceptions of crime, smog, quality of education or the desire to own a single-family house. Those interviewed seemed committed to enhancing the vitality of Downtown and correcting the problems of transportation, housing and social services. They diverge on how that should be done.

SECTION B: HISTORY

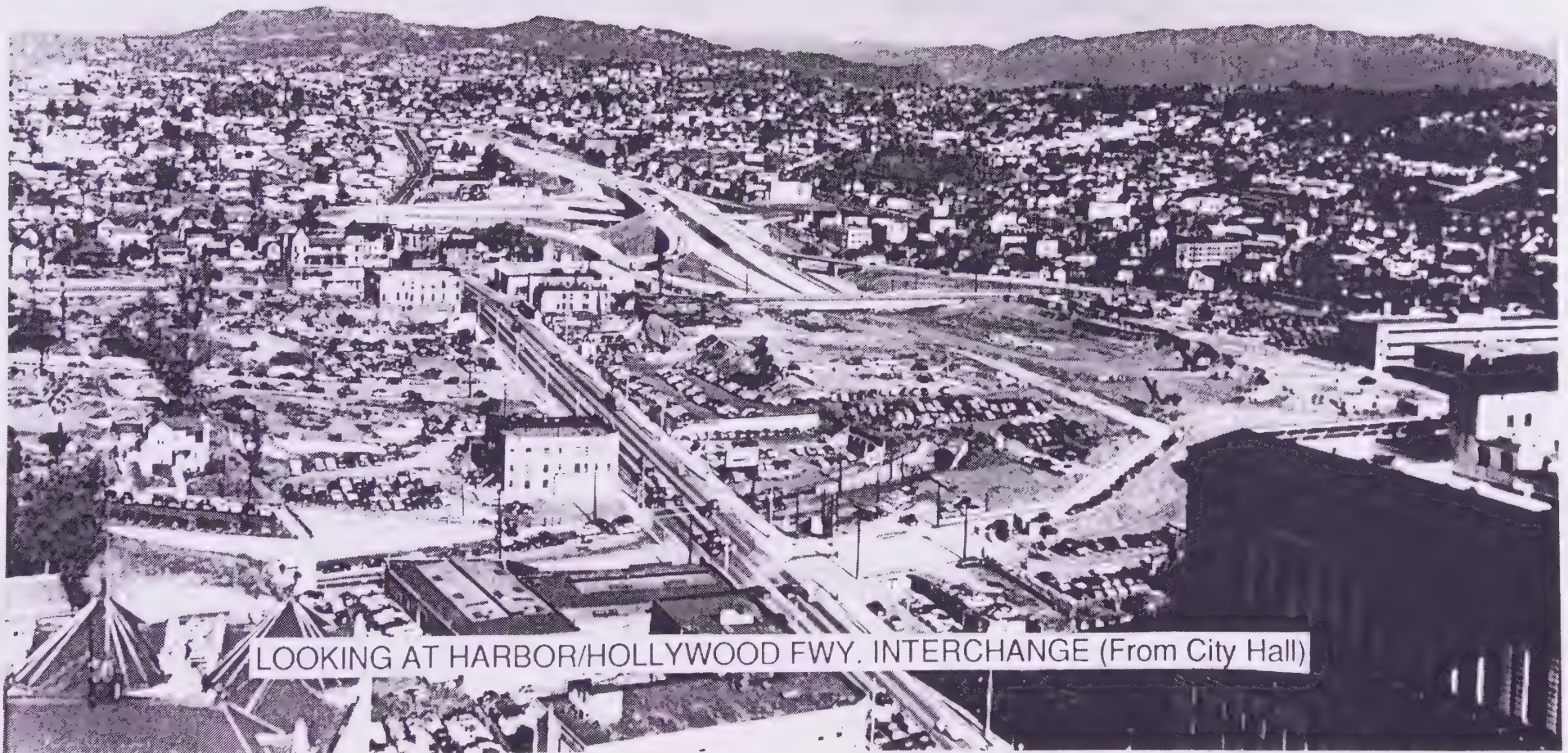
Since its founding 200 years ago, the subject area has been the heart of Los Angeles. From a small pueblo to the second largest city in the country, the seat of power and wealth has moved only a few blocks. This focus has been buttressed by water, rail, freeway and intense public and private sector development. Henry Huntington opened his Red Car System in 1902. As the core grew, public transportation radiated outward to the fringes of the city - West Adams, Angelino Heights, Exposition and other new real estate tracts. The first freeway linked Downtown to Pasadena in the 1940. For over 40 years the tallest building in Los Angeles at 28

SOUTH AND WESTWARD DEVELOPMENT MOVEMENT (1968)

LOOKING NORTHWEST TOWARDS GLENDALE



"GREAT STACK" UNDER CONSTRUCTION (1955)

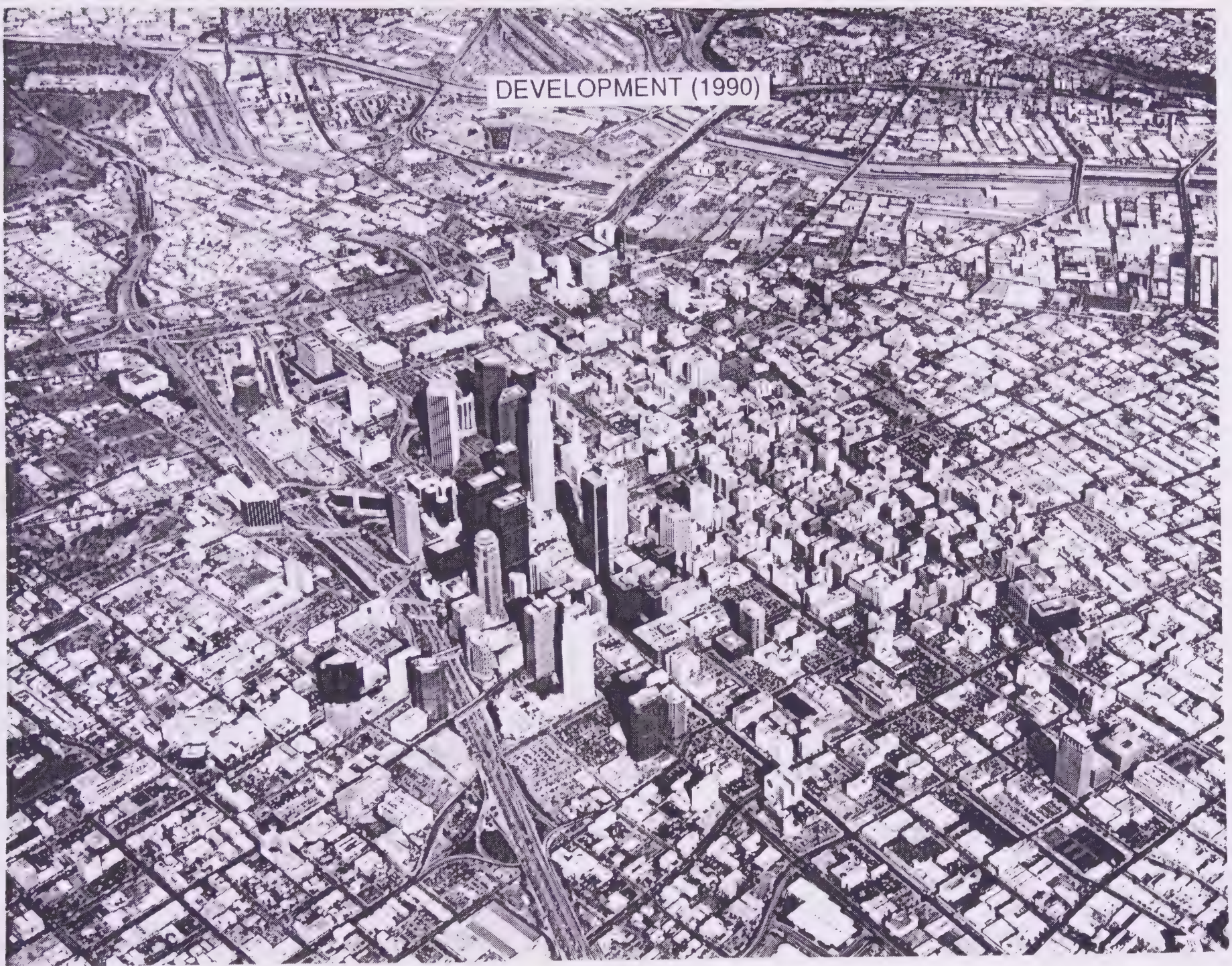


LOOKING AT HARBOR/HOLLYWOOD FWY. INTERCHANGE (From City Hall)

DEVELOPMENT (1977)



DEVELOPMENT (1990)



stories, City Hall lost that distinction as 50-, 60- and 70-story buildings have become commonplace.

Concept Los Angeles

The city began developing a General Plan in the late 1960's, assisted by several thousand citizens who were asked what kind of city they wanted. In terms of urban form, Concept Los Angeles (Exhibit F) has been the overall blueprint, setting forth a number of centers for growth. These centers were intended to be connected by high-speed transit. The remainder of the city is to be substantially preserved as low density, single family residential, the environment which attracted people to the area for so many years and distinguished Los Angeles from most Eastern and Midwestern large cities.

Although the Concept was adopted without distinction in the size of the centers, Planning staff presented an earlier version (see Exhibit G) to the City Planning Commission which proposed the distinctions: the staff version clearly shows a primary center for Downtown with an equal-size center in the Wilshire District. Lacking sufficient data at that time to justify the relative importance of each center, the Concept was adopted with all centers being of equal size. Nevertheless, Greater Downtown emerged as a predominant center.

In the mid-1980's, 29 centers were identified through adoption of the "Neighborhood Protection" ordinance and are contained in the Planning and Zoning Code (the intent of this action was to establish 3:1 FAR in certain areas of the City). The Downtown and other centers were not affected. However, Planning's Centers Definition Study identified areas of concentrated development (Exhibit H) in downtown and the Greater Downtown.

SECTION C: ISSUES

Primary Issues

Several issues have been identified in discussing Greater Downtown. The primary issues appear to be:

- (1) Transportation/Parking
- (2) Housing
- (3) Social Services
- (4) Neighborhood Identity
- (5) New-Development
- (6) Infrastructure
- (7) Open Space and Pedestrian Connections

The maps which follow are intended to inventory some of these elements. (Infrastructure data was not available for this Report.)

Transportation/Parking

Briefly, transportation issues are regional and can only be resolved by looking at a Greater Downtown of at least a one-hour commute (see Exhibits I-1, I-2). The initial leg of both the Metro Rail and Long Beach Blue Line Light Rail systems have connections in Downtown. The proposed light rail line to Pasadena is designed to terminate at Union Station. Downtown is also served by several freeways, the El Monte Busway, Amtrak, inter-city bus, the DASH mini-bus system (see Exhibit J), SCRTD, Santa Monica and Torrance municipal bus agencies, the USC Trolley in the Campus and environs and several commuter express bus operators including the City of Los Angeles' system. Proximity of transit to workplace is significant in accommodating additional development and reducing air emissions.

CRA Board policy on peripheral parking has resulted in parking facilities constructed away from the office core but within the Central Business District.

Several parking structures are proposed or are under construction: 950 spaces at Main and Sixth Streets; 650 spaces at Main and Seventh Streets; 700 spaces at Main and Arcadia Streets, the Home Savings peripheral parking project at Pico Boulevard between Flower and Hope Streets, and the Grand Place Tower peripheral parking project between Grand Avenue and Olive Street adjacent to the Santa Monica Freeway. The traffic and other impacts of such a policy should be considered in the broader context nor in relation to the concept of "intercept parking" which would remove vehicles from entering the Central Business District entirely. There is a great need to reconcile conflicting parking policies within the Greater Downtown area. Although this process has begun with joint talks held between business leaders east and west of the Harbor Freeway within the context of the Central City West Specific Plan, there are many other areas of Greater Downtown needing similar evaluation. Maintenance of dramatically opposite code and policy provisions will aggravate traffic congestion and conflict over development proposals reflecting vastly differing parking ratios.

The City Council is considering the development of a traffic impact fee for Downtown Los Angeles. A Traffic Reduction and Improvement Program (TRIP) which may

propose mitigation measures on new development is being reviewed along with appropriate boundaries for assessing TRIP fees. When adopted, the TRIP Ordinance will strengthen Transportation Demand Management (TDM) programs, measure and raise funds for capital improvements. The funds will supplement financing of regional access improvements recently approved by voters in the statewide election. It will help accelerate a series of freeway and transit improvements specified in the CALTRANS Regional Transportation Blueprint report April 1990 (Exhibit D) as well as the Central City West Plan approved by the City Planning Commission on June 7, 1990.

The Council's chief concern is "the adequacy of CRA transportation policies to mitigate the regional impacts of traffic generated by extensive development in the Central Business District." Through initial interviews, it was pointed out that while Downtown has the biggest draw, Beverly Hills, the Airport and Century City are bigger traffic magnets in the region. It suggests that commuters who can only afford to live in the east parts of the region, but work in the western sections may be contributing to regional impacts downtown as they pass through in the a.m. peak hour.

The Municipal Code was amended by City Council in 1988 to significantly reduce the boundaries of the Central City Areas Exception for residential parking (See Exhibit K). The Exception areas cap Residential parking requirements at 1.25 spaces per dwelling unit. The only remaining portion of the Exception provision is within Council District 9. The boundaries of the Downtown Business District Exception area (for commercial projects) remain the same as adopted by City Council in 1975. Its boundaries are wholly within Council District 9 and the Central City Community Plan area.

Presently, parking requirements for commercial development in most of Greater Downtown is stipulated by the City's Zoning Code which requires a minimum of two spaces per thousand square feet for office development. However, within the parking exception area of the Downtown Business District, the Zoning Code stipulates a minimum of one parking space per thousand square feet. In order to limit traffic congestion in the Central Business District and encourage ride-sharing and transit use, the CRA Board has imposed a maximum limit of 1.0 space per thousand square feet, 0.4 of which must be located at "peripheral" location.

Housing

Several provisions of the Zoning Code allow residential uses in areas previously considered commercial (and vice versa). However, they are not all consistent.

Section 12.24 C1.5(i) of the Code was enacted by City Council (effective January 24, 1982) to permit a Zoning Administrator to approve upon application, the conversion of office buildings built prior to September 17, 1971 to residential use at a density of one unit per 125 square feet of lot area. In comparison, the R5 Zone, the most dense residential zone in the city, limits density to 200 square feet of lot area per unit.

Section 12.22A18(b) of the Code (effective August 18, 1988) allows C2 Zone uses in the R5 Zone by right if the project is located in the Central City Community Plan area. C2 uses are otherwise permitted by conditional use permit outside Central City.

Section 12.22A18(a) (effective August 18, 1988) allows R5 density in commercial zones by right in the Central City Community Plan area. The maximum permitted residential density in commercial zones otherwise is R3 or R4.

This conflicting mixture of regulatory incentives and the disincentives for residential development ought to be reviewed in light of need for a "level playing field" throughout the Greater Downtown.

Additionally, there is an undersupply of land zoned specifically for residential use. South Park Zoning restricts development to residential development only when a project exceeds a commercial FAR 2:1 and caps the housing at FAR 4:1 unless a transfer of floor area is approved. Enacted through AB 283 rezoning, this provision was considered progressive until it became evident that no incentive for building housing exists when approval for the additional 4:1 FAR (or more through TFAR) can be obtained for commercial use through conditional use permit.

The Central City Community Plan requires residential development in South Park if the project exceeds an FAR of 2:1. Moreover, in most of Central City and Central City North Community Plan areas, housing is either prohibited due to industrial zoning or inhibited by commercial property values and market opportunities. The vibrant, 24-hour Downtown which most observers indicate is the key to vitality and success, may never be a reality until significant housing exists in proximity.

Those who need housing the most are those who are least able to pay market rate costs and for whom transportation costs can be significant. They include clerical, entry level professionals such as teachers and nurses, and factory workers. Housing for the "working poor" should be a high priority in Downtown. However, market rate housing is also important in balancing jobs with housing.

The Southern California Association of Governments (SCAG) Statistics suggest that the City of Los Angeles, which is "job-rich" and "housing poor." SCAG statistics are not qualitative: they do not examine job types nor employment income. Estimating approximately 250,000 jobs in Central City, it would be necessary to create a housing supply of approximately 165,000 dwelling units within Central City to achieve a job-housing relationship similar to that for the city overall. Recent estimates by the Planning Department indicate 12,097 dwelling units in Central City, or a shortfall of 93%. According to SCAG and the Air Quality Management District, improved jobs/housing ratios within subregions can be beneficial to overall long term improvement of air quality in the region. Because of Downtown's existing bus service and future rail lines, a relatively small portion of the housing shortfall could be offset by commuters on public transit. Also, it is not reasonable to expect a proportionate balance in a heavily specialized district of the City. Nevertheless, it will be necessary to focus intensively on means to bring about an improved ratio of housing to jobs in order to fulfill Greater Downtown's ultimate possibilities.

Social Services

Social services are focused into local areas of intense and high demand. Problems of drugs, crime and homelessness may actually be worse in these areas than ten years ago despite attempts at amelioration. In principal, the "policy of containment" for homeless may not be working. The proposed Central City East Specific Plan will look at these issues in depth. Conflicts between service providers and seafood, toy manufacturers outlets and Little Tokyo merchants remain unresolved. Drug problems have intensified in recent years and funding is inadequate.

On the positive side, the Missions have relocation and expansion plans and Single Room Occupancy (SRO) housing is being rehabilitated. Ordinance No. 165,144 (effective September 1, 1989) is intended to preserve existing SRO units in the Central City Community Plan area by prohibiting their demolition and/or conversion

to other uses unless each effected unit is provided elsewhere in the Plan area. This ordinance expires September 1, 1994.

Districts

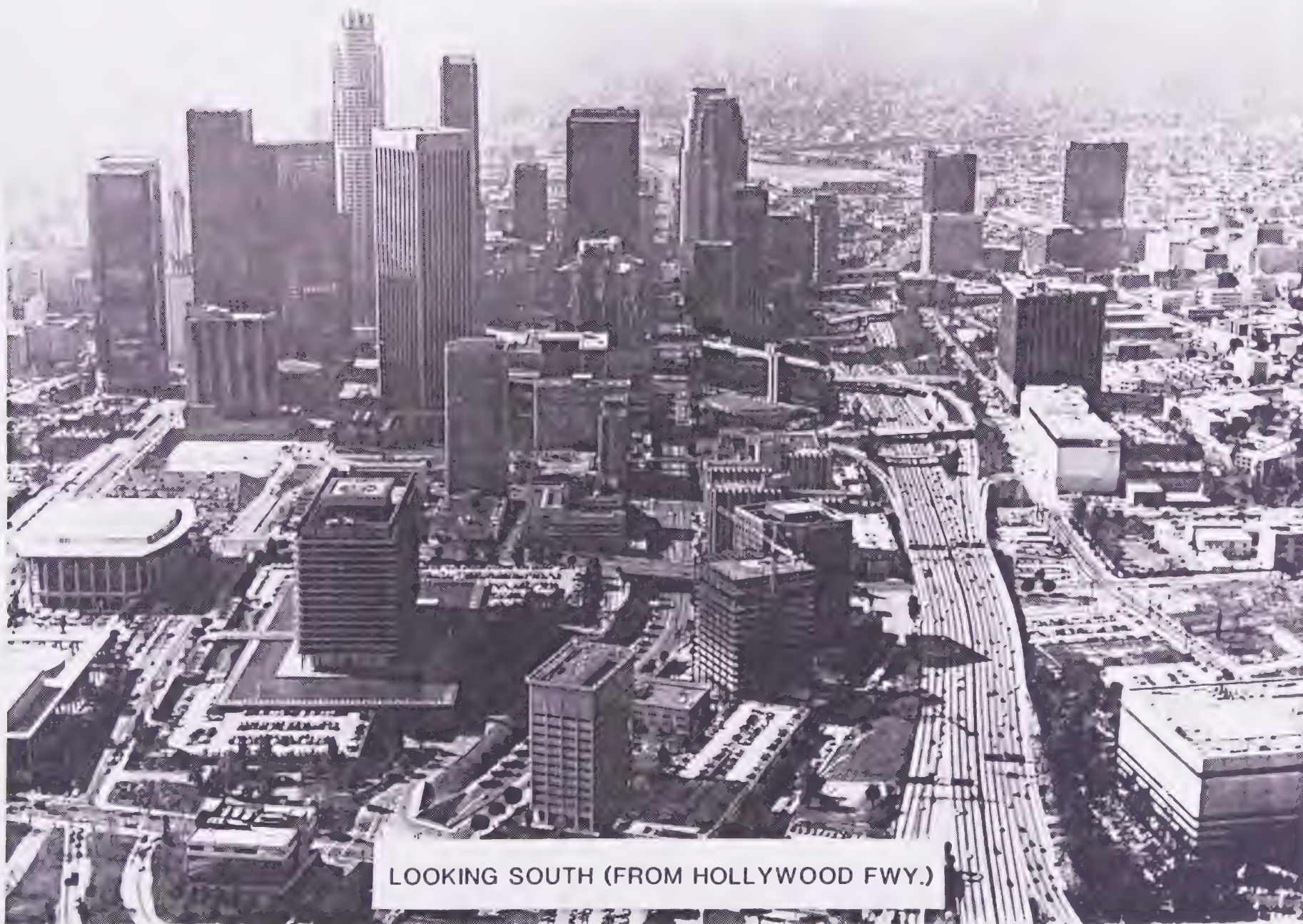
Downtown has a rich diversity of ethnic districts and specialized residential commercial and industrial areas. (See Exhibit L). Among these are: Chinatown, Little Tokyo, Broadway retail district, jewelry district, financial district, garment district, produce market, artist loft district, civic center, El Pueblo, toy distribution and historic district. The boundaries of these areas are either officially adopted by City Council (e.g. Little Tokyo) or are imprecise and changing (e.g. garment district). To a visitor, there is no gateway or information sign heralding one's entrance or exit or indication that one or two blocks away is a special area. The presence of so many specialized hubs of activity makes Greater Downtown such a potentially interesting place. One of the planning challenges is to promote the diversity of these districts, but also to physically link these areas to one another thereby enticing people into Greater Downtown to experience more than one of these districts in a single excursion.

Shuttles connecting the various districts would be an important component in such an effort. Existing services provided by USC, SCRTD, the Los Angeles Department of Transportation and private companies could be offered on a reciprocal basis. Promotional literature, DASH advertising and other sources of publicity might, if coordinated effectively, enhance the image of Downtown as an exciting, compelling place offering many different experiences to the visitor, in contrast to its sometimes singular image as an overwhelming setting of major office building, automobiles and danger to the pedestrian. By focusing on the district approach, Greater Downtown can fulfill its goal of becoming the center of the City and the region in conjunction with other elements discussed in this report.

New Development

Estimates of the level of projects proposed and under construction vary and are subject to revision. Some of the projects may not break ground for several years while others may not materialize at all. Nevertheless, whether one prefers the accuracy of 36,972,400 square feet of projects identified in the Watt City Center EIR, or the 40,332,942 square feet identified by the Building Owners and Managers Association, or the

DEVELOPMENT CONCENTRATION NEAR HARBOR FREEWAY



LOOKING SOUTH (FROM HOLLYWOOD FWY.)

"MAIN STREET" FOR THE REGION

HARBOR FWY. LOOKING NORTH



28,110,000 square feet accounted for in the Downtown News (the boundaries are not identical), there is tremendous interest in new construction in the Greater Downtown. Average annual office space construction of one million square feet has recently increased to approximately 1.5 million square feet. The vast majority of construction activity has been in office development near or adjacent to existing high rise. Significant interest is occurring in Central City West and the Union Station areas, but few projects have been approved yet, pending plans for those areas. Should projects in these areas come to fruition, the rate of growth could be substantially higher than in the past. Whether or not the market can sustain an increased level of office space development or can absorb major additional development east and west of the CBD has not been tested, but will be crucial relative to the transportation infrastructure.

Unless major changes occur in land use and transportation management, including the establishment of transportation and housing exactions to help finance critically needed facilities, Greater Downtown is destined to suffer economically from the traffic congestion generated by the continuing office boom of its core. Regulation XV of the South Coast Air Quality Management District provides a target for average vehicle ridership (AVR) for a portion of this area of 1.75 persons. A Transportation Management Association (TMA) for Greater Downtown may be appropriate and could be initiated by such organizations as the Central City Association, Central City West Association, the City and the County. This might be more effective than a multiplicity of small TMA and rideshare programs. Central City West Specific Plan requires a 50% transit/rideshare participation rate. The Department of Transportation has estimated an increase from 33% at present to 70% in the future to provide adequate flow, in the Central Business District, given known building projects in the vicinity.

Additional regional through-traffic capacity in the form of elevated express lanes on the Harbor Freeway has been proposed in the Regional Transportation Blueprint working paper (Exhibit D). It also proposes a variety of other freeway and local street improvements such as one-way pairing of parallel streets and ATSAC (Automated Traffic Surveillance and Control) computer installations can provide additional capacity without major system construction. Commuter Computer and other services can also contribute to a comprehensive traffic reduction effort. The Blueprint working paper and the Central City West Specific Plan together provide an initial inventory of improvements

which should be refined and expanded in the Downtown Strategic Plan.

Infrastructure

Sewer line capacity in the Greater Downtown is being analyzed under the Citywide Waste Water project. A report is due this Fall. Infrastructure elements may having a bearing on growth will be analyzed citywide in the upcoming Balanced Growth Element. Consultant contracts for this work will be awarded in the near future. The predominant role of Greater Downtown within the City and region will be an important consideration in future capital programming decisions by the Mayor and City Council.

Open Space and Pedestrian Amenities

Open Space is in short supply in the Greater Downtown. The poor quality of Pershing Square has been the object of a much-heralded design competition and solicitation of public and private fundraising but little other than frustration has resulted from that experience. MacArthur Park is a much larger urban park which has been suffering from illegal drug activity and other crimes. Privately developed open space, in the form of plazas and roof top gardens, is generally very well maintained but hidden from public view and not linked or coordinated in any well thought out scheme. In addition to Pershing Square, other public open space areas include Grand Hope Park, portions of El Pueblo, the Civic Center and two small parks for the homeless. Great potential resides in the greening of the Los Angeles River, and in the creation of better pedestrian and transit linkages with Elysian Park. Mini-parks, for which examples abound in cities throughout the world, are noticeably absent in the Greater Downtown.

More creative use of unneeded alleys and effective open space zoning requirements for new development could ameliorate current shortages.

Pedestrian amenities are in short supply citywide, but especially noticeable Downtown where more pedestrians gather than anywhere else in Southern California except for the beach. The proposals in the Central City Pedestrian Study published several years ago by the City Planning Department (and incorporated in part in a proposed new set of Downtown Street Standards) is a good starting point for modest improvements. Pedestrian amenities -- wider sidewalks and more street trees -- should be coordinated with ongoing public works projects.

"CENTRAL CITY WEST"

Wilshire Corridor

LOOKING WEST FROM CENTRAL BUSINESS DISTRICT



Both Open Space and Pedestrian improvements should be strategically placed to encourage links and pathways from one district to another rather than merely an isolated oasis or a photo opportunity for weary tourists. The new Spanish steps at Library Tower, and Hope Street Promenade are excellent examples of linkage. An opportunity exists with the redevelopment of Pershing Square (now being under taken with financing from a Mello-Roos assessment district) to line Bunker Hill with the 7th Street retail district and the Broadway/Spring Street corridors with the Figueroa Street Corridor.

SECTION D: BOUNDARIES

What is Downtown?

In developing findings, conclusions and recommendations for this report, the concept of "downtown" has been explored from a variety of perspectives. Clearly, City Hall, ARCO Towers, the Central Library, Pershing Square and other landmarks are located in Downtown. To a great degree, however, Downtown is a state of mind. To a Valley resident, everything south of Mulholland Drive is "Downtown". To a Silver Lake resident, Downtown is southeast of the lake. To the Downtown News it could be its circulation area. To the Federal government, Downtown might be adjacent or adjoining the U.S. Court House or Federal Building. Garment manufacturing is located Downtown but does not attract the Downtown crowd who stay at the Biltmore or attend the Music Center.

Downtown can be defined by functional relationships. For example, Little Tokyo provides a regional focus for cultural expression among Japanese and Japanese-Americans. Broadway functions as a magnet for Hispanic shoppers. The financial district provides prestige and face-to-face communication for the banking industry. These functional purposes and attractions are what academicians and writers refer to as nodes or districts. Downtown has a large number of them. So does the city as a whole. Downtown can be defined as a collection of these nodes, in which the whole is greater than the sum of its parts.

USC has been thought of as a satellite to Downtown where it has some linkages. Dodger Stadium is a satellite as far as potential remote parking is concerned. Both facilities have historically functioned independently of Downtown and draw from the region and beyond. Important connections from these satellites with Downtown and vice versa need to be explored further and developed; USC now has housing and

classroom space in the Central Business District. Its security forces patrol student housing north of Jefferson Boulevard, and it has a teaching facility at County/USC Hospital with additional parking capacity at the Coliseum of benefit both to its tenants, to USC and as an intercept parking facility, private and public needs may find common ground. Future development of the Figueroa Corridor between the Convention Center and the USC/Coliseum/Exposition Park area, virtually assure the latter ultimate assimilation into the Greater Downtown area.

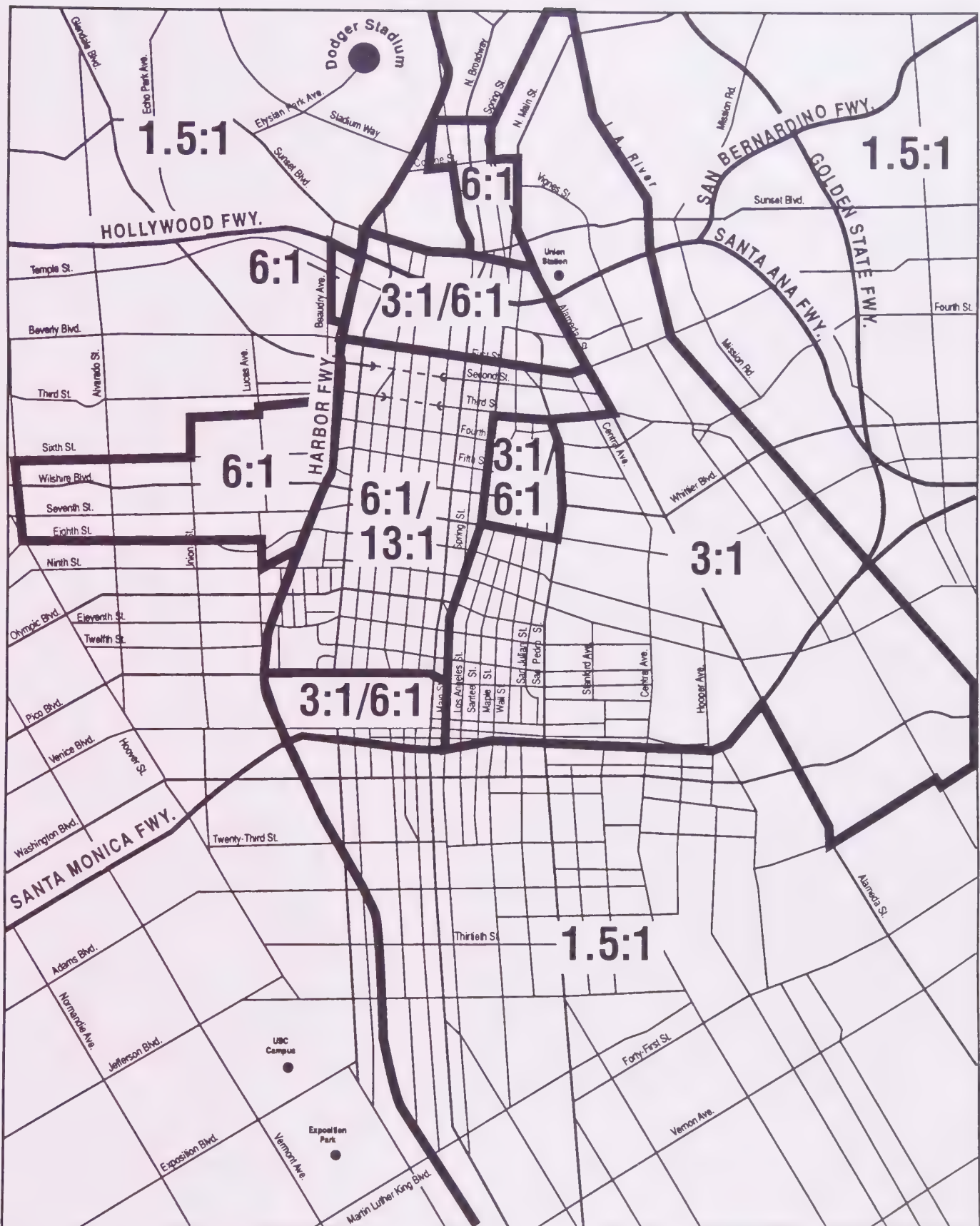
The presence of high-rise office buildings gives a first impression that a Downtown exists. Thus, both sides of the Harbor Freeway will appear to be one entity. Over time, this entity will continue west on Wilshire Boulevard. Rail transit will serve as an additional impetus and important link to outlying centers and suburbs.

The Alameda Corridor offers a special opportunity. Because of its vast industrial acreage, it has been sought out as a site for prisons and other unpopular public facility uses. On the other hand, development of housing would be greatly supportive to the adjoining office and manufacturing sectors, if hazardous waste cleanup can be properly managed. These and other issues should be analyzed in-depth through the community plan revision process.

One boundary for consideration was contained in the Planning Committee Motion, incorporating Central City, Central City North, Central City West and the Figueroa Corridor (see Exhibit C-7). A second boundary reflects a consensus of the interview group (see Exhibit M). The extreme boundaries chosen by some members went as far as Western Avenue along the Wilshire corridor, Normandie Avenue west of USC and the Golden State Freeway east of the L.A. River. The third boundary is based upon the issue - regional for air quality, housing and transportation, Civic Center for government, Flower/Figueroa Streets for finance, and so on. A fourth boundary is the Neighborhood Protection Study area (see Exhibit H).

The final boundaries for a Greater Downtown Plan revision remain to be specifically defined. What matters most will be the public policies and programs which might be instituted based upon the rationale for such boundaries.





Generalized Plan Designated Floor Area Ratios

Exhibit B

3:1 Floor Area Ratio

3:1/6:1 Floor Area Ratio
with Transfer

Source: DCP
January 1990



EXHIBIT C-1

How to use the Matrix and Maps

The following matrix summarizes geography, content and status of adopted city and regional plans and programs; as well as those under study.

The subsequent maps are keyed by number to the matrix to make clear the locations and areas covered by these programs.

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|---|--|--|---|
| EXISTING COUNCIL ADOPTED LAND USE PLANS | | | |
| <p>1. Los Angeles Central City Community Plan</p> <p>Date: 5/2/74</p> | <p>2,161 acres • Predominantly flat except for northern portion in Bunker Hill area</p> <ul style="list-style-type: none"> • Located at the confluence of 3 major Fwys (Harbor, Santa Monica and Hollywood Fwy) • Wide variety of land uses (office, retail, housing, industrial and governmental related) | <p>Adopted and amended 6/10/83 • CBD Redevelopment Plan Adopted in 1975 • Major center of the LA metropolitan region • Integrated transportation system, provision of high and medium density housing close to employment and available to all ethnic and social groups • A focal location for business and corporate headquarters • Provision of social services to skid row population</p> | <p>Completion of AB 283 program</p> <ul style="list-style-type: none"> • CPR program to be initiated • Central City East Specific Plan under way |
| <p>2. Westlake Community Plan</p> <p>Date: 9/18/74</p> | <p>2,035 acres • Flat to hilly west to east</p> <ul style="list-style-type: none"> • Located just west of CBD, bounded by Hollywood, Harbor and Santa Monica Fwy, and Hoover Street on the west • Predominantly residential with major commercial uses along Wilshire Blvd. and Harbor Fwy • Metro Rail along Wilshire and good bus service east-west | <p>Adopted • Pico-Union Redevelopment Project adopted • Provided low and moderate-income housing, particularly for seniors • Promote mixed-use developments • Improve public transportation system • multiple-residential uses • preserve historic structures</p> | <p>Completion of zoning consistency • CPR program to be initiated • Westlake/MacArthur Park Specific Plan and Central City West Specific Plan underway</p> |
| <p>3. Central City North Community Plan</p> <p>Date: 2/9/7</p> | <p>2,032 acres • Predominantly flat except for the area north of Chinatown (Alpine Hill and Figueroa Terrace) • Two (2) major Fwys access: Pasadena Fwy and Hollywood Fwy • Eastern edge characterized by the LA River which separates this community from the east LA community • Mixed use in Chinatown area and industrial in the remaining portion</p> | <p>Adopted • Chinatown Redevelopment Plan Adopted 1980 • Provision of housing to satisfy varying needs and desires of all persons • Distribution of commercial lands for retail, service and office • Designation of land for industrial development without detriment to adjacent uses • Balanced circulation system • Institutional capacity cap: 5,600</p> | <p>Completion of AB 283 program</p> <ul style="list-style-type: none"> • RFP for the re-utilization of railroad tracks area known as the Bull-Ring/Corn Field site |

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|---|--|---|---|
| <p>4. South Central Los Angeles District Plan</p> <p>Date: 10/26/77</p> | <p>9,899 acres, very gently rolling; located south of Pico to 120th Street and east of Arlington to Figueroa • Predominantly residential north of Martin Luther King with strip commercial & industry • North/south access - Harbor Fwy, Hoover, Vermont, Normandie • East/west access - Pico, Venice, Washington Santa Monica Fwy, Adams, Jefferson, Exposition, Martin Luther King Blvd.</p> | <p>Adopted • Encourage neighborhood developments and rehabilitation • Improved jobs/housing availability • Attract better commercial/industrial development • Improve education, health, safety, recreation and public services • Improve circulation and public transportation • Opportunity areas</p> | <p>Completion of zoning consistency program • CPR Program to be initiated</p> |
| <p>5. Southeast Los Angeles District Plan</p> <p>Date: 1/7/80</p> | <p>9,430 acres, generally level and located south of Santa Monica Fwy to 120th Street, Figueroa east to City boundary • Predominantly residential south of Florence, 40%± industrial north of Florence • North/south access - Harbor Fwy, Main, Avalon, Central, Alameda • East/west access - Santa Monica Fwy, Adams, Manchester, Slauson, Florence, Martin Luther King Blvd.</p> | <p>Adopted • Revitalize neighborhoods • Encourage adequate range of housing and jobs • Redirect commercial and industrial development • Improve education, health and safety, recreation and public facilities • Improve circulation and public transportation • Identify and develop opportunity areas</p> | <p>CPR Program initiated</p> |
| <p>6. Civic Center Development Plan</p> <p>Date: 03/12/90</p> | <p>First Street, Alameda Street, Sunset Boulevard, Santa Ana Fwy, Harbor Fwy and three blocks south of First Street (state properties) • 257 acres, level terrain</p> | <p>Details location and relationships of proposed expansion of city, county, state and federal offices, street closures/realignments, parking</p> | <p>No changes proposed</p> |

Exhibit C-1

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|--|---|---|---|
| <p>7. Central City Elevated Pedway Plan</p> <p>Date: 04/24/79</p> | Third Street, Harbor Fwy, Eighth Street and Hill | To alleviate conflicts with vehicular movement, to improve pedestrian convenience, to link pedestrian activity generators (e.g. parking garages, major employment facilities) | No changes proposed |
| <p>8. CBD Redevelopment Plan</p> <p>Date: 07/18/75</p> | 1,500 acres consisting of Civic Center, Central Commercial Core, Central City East, South Park and Eastside Industrial subareas - Generally bounded by Santa Ana Fwy (N), Santa Monica Fwy (S), Alameda (E), Harbor Fwy (W) | Adopted 7/18/75 - 35 year plan; plan includes neighborhood impact element, peripheral parking, planning goals and objectives, proposed land uses, provisions for low and moderate income housing - Primary goal is to develop downtown Los Angeles as a major center of the LA metro region | Spending cap of \$750 million to be reached early 1990s - Mayor has requested that cap be lifted to \$5.0 billion, \$2.5 billion of which would be devoted exclusively to low income housing over a 20-year period. |
| <p>9. Bunker Hill Redevelopment Plan</p> <p>Date: 3/31/59 Rev: 7/25/67</p> | "Bunker Hill" section of downtown Los Angeles - 86.34 net acres bounded by Harbor Fwy, Hollywood Fwy, Hill Street and (generally) 5th Street - Divided into ±25 parcels | Active - Currently being implemented - Sets forth objectives, proposed land use, acquisition (now completed) | Largely completed, but ±12 parcels in development or still to be developed - Possible FAR increase from 5:1 to 6:1 under study |
| <p>10. Bunker Hill Design for Development</p> <p>— Rev: 1/6/71</p> | "Bunker Hill" section of downtown Los Angeles - 86.34 net acres bounded by Harbor Fwy, Hollywood Fwy, Hill Street and (generally) 5th Street - Divided into ±25 parcels | Amplification of Redevelopment Plan objectives includes general description of land use, circulation and urban form - Divided project into 3 general zones - Allocates FAR and land use on parcel-by-parcel basis | Last revised 1/71 - FY' 91 budget anticipates update with reallocation of FAR and recommendations on possible FAR increase from 5:1 to 6:1 |

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|--|--|---|--|
| 11. Little Tokyo Redevelopment Plan Date: 2/24/70 | 66 acres ▪ Flat terrain ▪ Commercial and cultural center for Japanese Americans of Southern California ▪ Southeast of Civic Center | Adopted 2/24/79 ▪ Plan duration 30 years. Plan focuses on affordable housing, a cultural community center, and commercial areas linked by open plazas and pedestrian malls | Mixed use projects: First Street, Plaza (office, hotel and residential) Marufuji, Mijako Hotel, San Angeles - Ana Hotel office, retail |
| 12. Chinatown Redevelopment Plan Date: 1/23/90 | 303 acres ▪ West of Hill Street (hilly) ▪ East of Hill (flat terrain) ▪ Located north of Civic Center and north of Sunset Blvd. | Adopted 1/23/80 ▪ Ordinance No. 153,365 ▪ Elimination of overcrowded and substandard housing ▪ Upgrading of residential and commercial stock ▪ Stimulation of industrial environment ▪ Development of public service facilities | By 1994, Project anticipates reaching maximum of tax increment revenues it can receive ▪ CRA will undertake a redevelopment plan amendment process |
| 13. Pico Union Redevelopment Plan II Date: 11/27/76 | 227 acres bounded by Olympic Blvd. (N), Santa Monica Freeway (S), Hoover Street (E) and Burlington/Union (W) | Neighborhood revitalization, residential rehabilitation, public improvements, construction of affordable housing | Amendment process begun |
| 14. Hoover Redevelopment Plan and Hoover Expansion Date: 1/27/66 | Date: 1/27/66 Southeast and South Central Los Angeles ▪ Properties surrounding USC and Exposition Park and North University Park Specific Plan area ▪ Neighborhood/Community Commercial ▪ Low/mod residential ▪ Major transit access via Harbor Fwy and Santa Monica Fwy | Adopted 1/27/66 ▪ Fifth Amendment 5/17/89 | Implementation of Adams/Vermont Shopping Center ▪ USC Plaza - Office/Retail |

Exhibit C-1

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|---|---|---|--|
| 15. Normandie 5 Redevelopment Plan Date: 10/7/68 | 210 acres • Flat terrain • Predominantly residential • Bus service from Western, Adams and Jefferson • Location: South of Santa Monica Fwy, west of Harbor | Adopted 10/7/69 • Amended 1982 • Focus on housing rehabilitation supplemented by redevelopment where warranted | Residential rehabilitation program virtually completed • Public improvement program completed • Mixed use development with senior citizen housing • Preparing to enter exclusive right process • Commercial revitalization program pending |
| 16. North University Park Specific Plan Date: 9/19/83 | Flat, north of USC, bounded by Adams Blvd., 30th St., Hoover, 2nd St., and Vermont Ave. • Predominantly old homes and small apartments • Adams Blvd., Hoover and Vermont Ave. are major transit access • Fwys 10 and 110 are nearby, also Jefferson Blvd. | Implements portion of So. Central District Plan • Regulates density, height, setbacks, design • Allows limited use of specified lots for restaurants and home occupations • Strict architectural standards for historic compatibility • Condo incentives and protection | No changes proposed |

ENTERPRISE ZONES

| | | | |
|---|---|---|--|
| 17. Central City EZ -- Southeast LA -- Central City N Date: 1986 | 3.5 sq.mi. • Residential/light industrial • 1/3 Garment related • 2 Fwys • Light rail | Established 1986 • Economic development • Business incentives • Land development incentives | Southeast plan revision (projected) • Specific Plan (projected) |
| 18. Eastside EZ -- Central City N -- Boyle Heights -- Northeast Date: 1988 | 15 sq.mi. • Residential • 36% Industrial • 5 Fwys • Traffic problems | Established 1988 • Economic development • Business incentives • Land development incentives | Metal plating project • Furniture Survey • Charrette • Northeast Plan revision |

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|---|--|--|---|
| EXISTING AND FUTURE GENERAL PLAN ELEMENTS | | | |
| 19. City Wide Plan <p style="text-align: right;">Date: 1974</p> | The City of Los Angeles has 465 square miles, 150 of which are hills and mountains and 22 are parklands. The City is generally bordered by the San Gabriel Mountains on the north, developed communities on the east, the Santa Monica Mountains on the northwest, and Santa Monica Bay and the Pacific Ocean on the south and west. | The Planning Commission approved the Citywide Plan in 1972 (Ordinance No. 23332) and the Council adopted it in 1974 (File No. 72-4327) • The Plan covers the Land Use, Circulation, Service Systems, and Environmental Elements of the General Plan and represents the initial 20 year stage in the achievement of the city envisioned in the Concept • The Plan recommends accommodating projected growth by concentrating development in centers linked by a rail transit system • Single family residential neighborhoods would be preserved. | The Citywide Element will be updated over the next seven years • The Elements will be unified by a Balanced Growth "umbrella" Element to be completed in 1991 or 1992 |
| 20. Transportation Element <p style="text-align: right;">Date: N/A</p> | Citywide | Develop policies, objectives and programs to maximize mobility and reduce mobile emissions, categories covered include: infrastructure, TSM, TDM; Transit Rail, New Technologies, Parking Management, etc. | If the analytical and EIR work is funded through the BGE the Plan will be ready to enter the adoption process in October 1993 |
| 21. Service Systems Infrastructure <p style="text-align: right;">Date: Early 1991</p> | Equitable distribution of facilities in predominantly M3 zoned properties located along major transportation corridors (desirable) • Flat terrain preferred approx 10 or more acres in size | Plans (solid waste & wastewater) to identify number and type of facilities needed in the next 30 years • Criteria to site these facilities and equitable distribution of these facilities | Adoption of the solid waste sub-element anticipated in early 1991 |

Exhibit C-1

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|--|---|--|--|
| 22. Environmental & Safety Date: 4/3/74 | Citywide | Conservation • Open Space • Noise • Safety-Seismic • Hazardous Materials | Seismic safety element is under preparation |
| 23. Housing Element Date: 1986 | Citywide | Latest plan adopted in 1986 • Revisions due every 3 years | Background report and draft element being written. |
| 24. Air Quality Date: 3/28/79 | Citywide | Land Use • Circulation • Energy • Environment | The Air Quality Element is under revision and is tentatively scheduled for adoption by Jan. 1992 • Proposed Element scheduled for CPC hearing Jan. 1992 January 1991 |
| 25. El Pueblo de Los Angeles State Historical Monument Plan Date: 6/3/68 | Arcadia Street, Alameda Street, Ord Street, N. Spring Street, Sunset Boulevard and Hill Street • Strong pedestrian orientation, includes Olvera Street. | Preservation and renovation of landmark buildings; street re-alignments and vacations, construction of parking lots; promote tourism | No changes proposed |

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|--|------------------------|---|--|
| 26. Balanced Growth Element Date: N/A | Citywide Implications | Develop policies, programs and regulations for balancing future growth/development • Emphasis on: 1) Citywide database, 2) City's visions for future, and 3) specific action proposals to address growth-related issues | Council approved B.G.E. Draft Work Program on 1/23/90 • RFP released on 3/13/90 • Proposals are due 5/7/90 |
| 27. Concept Los Angeles Date: 04/03/74 | Citywide Distribution | Provides overall urban form for city by designated high density locations connected by rapid transit and retains low density areas in between | No changes proposed |

PLANS IN PREPARATION STAGE

| | | | |
|---|---|--|---|
| 28. Downtown Strategic Plan Date: June 1991 | Currently covers the CBD and Bunker Hill areas west of Main Street | Mayor appointed Downtown Strategic Plan Advisory Committee (DSPAC) in 1989 to develop a 20-year plan addressing issues of growth and land use, access and circulation, and urban design, open space and conservation | DSPAC has issued a vision statement calling for a residential population of 100,000 in Downtown and nearby environs by the year 2010. Plan completion expected 6/10/91 |
| 29. Central City West Specific Plan Date: N/A | 465 gross acres • Flat and hilly terrain • West side of Harbor Fwy • High rise commercial office and multiple residential • Proposed Metro Rail station and Harbor/Glendale busway tunnel | Not adopted yet • Sets forth specific land use, density, transportation, fees and funding regulations for CCW • Advisory committee in operation • Major development anticipated, especially office | Public hearings are now being held • The Preliminary Specific Plan is being prepared by the City Planning Department • Formal adoption of a CCW Specific Plan are scheduled for this summer |

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|---|---|--|--|
| <p>30. City North LADAPT</p> <p>Date: Dec 1989</p> | <p>1,800 areas approximately north of downtown • Generally level with hills in the west and north • North of Hollywood/San Bernardino Fwy • East of Pasadena Fwy • West of Golden State Fwy • Buses throughout area • Metro Rail at Union Station • Pasadena light rail • Mainly existing industrial and commercial • Recommended mixed use, housing and open space</p> | <p>Urban Design workshop team recommendation to City of LA • Housing, historic center of LA, transportation center, LA River, cultural center, Chinatown, El Pueblo, Union Station, light rail to Pasadena, parking, internal/external connections, landscape housing, schools along river</p> | <p>Review by Planning Commission • March 1, 1990 public discussion</p> |
| <p>31. Boyle Heights LADAPT</p> <p>Date: N/A</p> | <p>Entire Boyle Heights Community south of San Bernardino Fwy</p> | <p>Improve liveability, create confidence in local economy, create identity and pride</p> | <p>Presented to Commission 5/17/90 • Implementation report due August</p> |
| <p>32. Westlake/MacArthur Park Specific Plan</p> <p>Date: N/A</p> | <p>40 blocks in the Westlake Community with MacArthur Park the focal point • Major land uses include commercial and multifamily residential • A metro rail station is located at Alvarado and Wilshire</p> | <p>Revised plan to be submitted to CPC on 1/18/90 • Stresses low income housing, historic preservation, design review, incentives, TDR, FAR, Hts, open space, etc.</p> | <p>CPC action 1/18/90 • Currently being reviewed by City Attorneys' Office</p> |
| <p>33. Central City East Specific Plan</p> <p>Date: N/A</p> | <p>Flat • Main, Third & Alameda Streets, and Santa Monica Fwy • Mix of old buildings, SRO, garment manufacturing, warehousing, distribution, heavy industry</p> | <p>Specific Plan initiated in response to a court settlement agreement • Specific Plan goal is to resolve conflict between the business community and SRO providers</p> | <p>Preparing a Specific Plan addressing issues of industry and the homeless • Staff working with key individuals</p> |

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|---|--|---|--|
| STUDIES/PLANS IN CONCEPT STATE | | | |
| 34. Union Station Date: N/A | 70 acres • East of CBD, including Union Station (48.5 acres) and Terminal Annex (20 acres) | Not definite redevelopment plan • Past proposal have run the gamete from high density-commercial to festival retail to governmental office facilities | Joint venture with Radkovich and Villanueva may develop plan to include Olvera Street (see El Pueblo Plan) |
| 35. Figueroa Corridor Date: N/A | Flat; parallel and adjacent to Harbor Fwy • Commercial land uses front onto Figueroa St. • 2-3 block width encompasses low density housing and university | Concept discussed over a number of years • No plan underway or incorporated into work program yet | USC study group looked at corridor and made recommendations |
| 36. Revised CBD Redevelopment Options Date: N/A | Under discussion | Under discussion | Alternatives currently being discussed by the City Council's Ad Hoc Committee on the Central Business District cap |
| 37. LA River Study Date: N/A | 50 miles of the LA River extending from Canoga Park to Long Beach including the Sepulveda Dam Recreation area, Griffith Elysian Park segments • The river passes through or is adjacent to 13 cities and 9 communities | Feasibility study with 16 recommendations including convening a task force, specific plan, designating river as a general corridor, etc. | PW/CPC/Recreation & Parks meeting to be scheduled in the future |

Exhibit C-1

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|--|--|--|--|
| <p>38. Alameda Consolidated Transportation Corridor</p> <p>Date: N/A</p> | <p>Santa Monica Fwy to Port of LA along a 1/2 mile to 1 mile corridor along Alameda Street</p> | <p>Proposal to develop the Alameda transit corridor for heavy truck use only</p> | <p>Project is underway • DOT lead agency</p> |

REGIONAL PLANS

| | | | |
|--|---|--|---|
| <p>39. Regional Growth Management Plan</p> <p>Date: 2/89</p> | <p>Six County SCAG Region: Ventura, Imperial, Los Angeles, San Bernardino, Orange, Riverside</p> | <p>Adopted by Resolution #89-272-2 February '89 • Issues covered growth management, jobs/housing balance traffic/air quality, housing, urban form, socioeconomic polarization, and open space</p> | <p>Implementation program thru conformity review process for general development</p> |
| <p>40. Air Quality Management Plan</p> <p>Date: 3/11/89</p> | <p>South Coast Air Basin • Includes all of Orange County and the non-desert portions of Los Angeles, San Bernardino and Riverside counties</p> | <p>Emission growth and reduction targets emission reduction strategy • Tier I - Full scale implementation of known technology, stationary source control measures, transportation source control measures • Tier II - significant advancement of technology and regulatory intervention • Tier III - major technological breakthroughs</p> | <p>First AQMP adopted in 1979 revised in 1982 • EPA disapproval of 1982 revision in 1987 • Revised and adopted in March 1989 • Next revision is scheduled for adoption by June 1991</p> |
| <p>41. Regional Mobility Plan</p> <p>Date: N/A</p> | <p>The region extends over five geographic provinces, each with characteristic topography and rock types • These provinces include the Transverse Ranges, Colorado Desert, Mojave Desert, Peninsular ranges and the Los Angeles Basin • The areas are approximately 38,000 sq.mi.</p> | <p>The Regional Mobility Plan was adopted in February 1989 by the SCAG Executive Board • The document is regional in scope, setting forth transportation programs to mitigate traffic congestion for all 5 counties</p> | <p>Current legislation AB 471 provides for regional cooperation between transportation related planning agencies • The intent of the proposed bill would be to coordinate all transportation related effects through one central body</p> |

GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|--|--|---|---|
| 42. Regional Housing Needs Assessment Date: 1988 | LA County • Ventura County • Orange County • Riverside County • San Bernardino County • Imperial County | State required management tool addressing housing issues and assigning jurisdictions/cities within the region existing and future housing needs by income | No changed proposed |
| 43. LA 2000 Plan Date: N/A | Citywide | Livable communities • Environmental quality • Individual fulfillment • Enriching diversity • A crossroads city • Governance and finance | Report submitted to Mayor 11/15/88 |
| 44. Replacement Sewer Permit Allocation Ordinance Date: N/A | Hyperion service area only | Staff recommendation approved by CPC 11/30/89 • Priority project factors developed based on air quality, housing, jobs/housing balance, and economically stagnant areas | Scheduled for Council are draft ordinances from subcommittee PLM (1/30/90), and Environmental Quality (4/16/90) |
| 45. Regional Transportation Plans (Metro Rail, Light Rail) Date: N/A | Metro Rail Phase I & II • From Union Station to Wilshire and Alvarado • From Wilshire/Western to Vermont/Wilshire to Hollywood Blvd. to Universal City • A total of 16 stations are planned for the aforementioned segment • Most of the alignment will traverse through urban areas | Phase I has received funding • Construction is underway, most of the tunneling has been completed • Plans for the station areas are being negotiated | High speed train from Union Station to Las Vegas • Improve frequency and service on the Amtrak lines • Phase III of Metro Rail Western extension to Santa Monica • Sylmar metro rail study to LAX |

Exhibit C-1

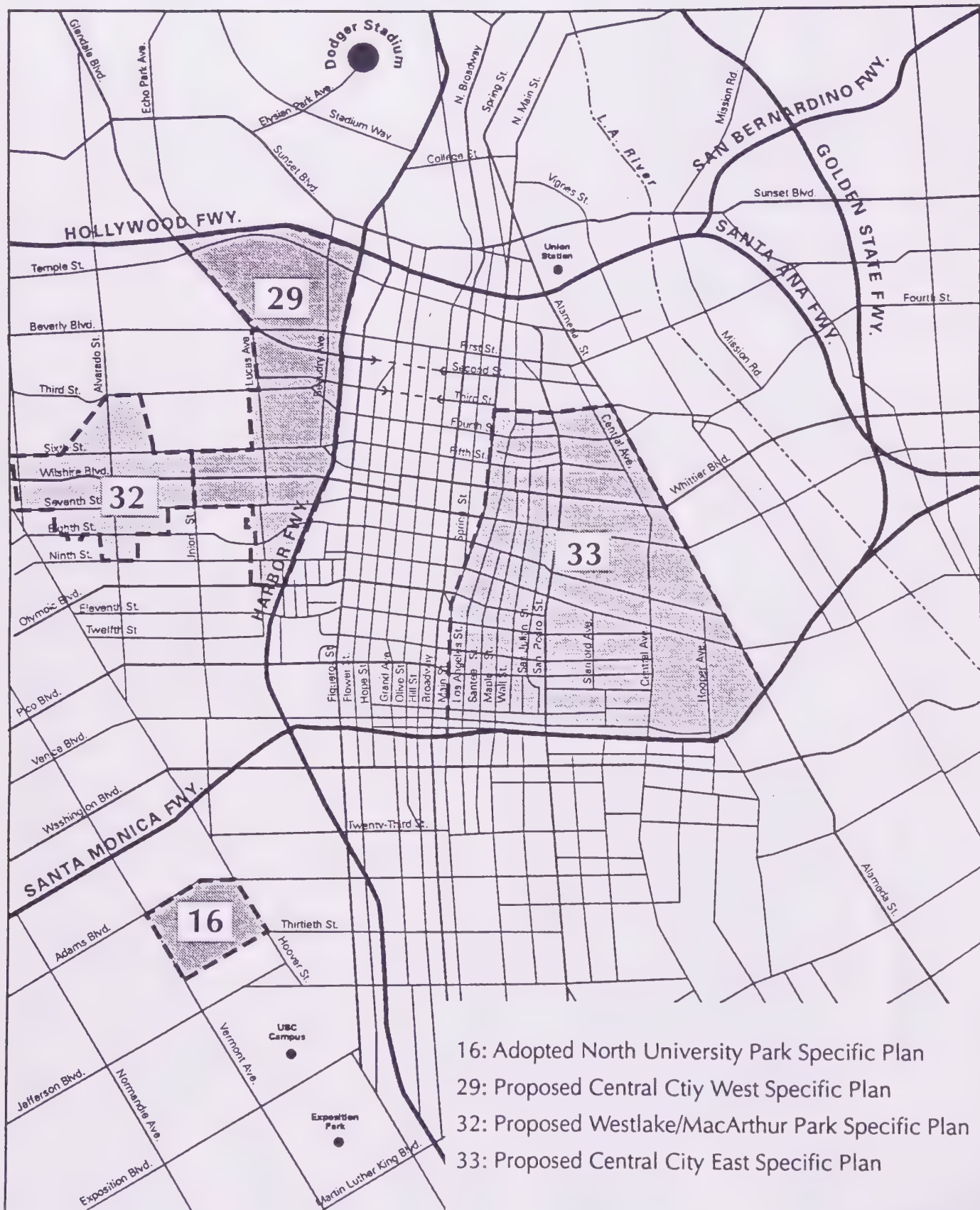
GREATER DOWNTOWN LOS ANGELES PLANNING MATRIX

| Existing or Future Plans | Geographic Description | General Content Description | Current Status |
|--|--|--|--|
| <p>46. Rail/Transit Way/Bus Plans</p> <p>Date: N/A</p> | <p>HOV on 110 Fwy - Residential area • Long Beach LRT • Urban - industrial area • Pasadena LRT - urban, residential area • SFV LRT - urban, residential area • Central LRT urban, residential area</p> | <p>The Long Beach LRT to 7th and Flower is estimated to be operational in June 1990 • The SFV, Pasadena & Costal routes have been certified by LACTC</p> | <p>The LACTC is devising funding programs for the SFV - Pasadena - Costal Routes current LACTC policy is to build all three with Coastal first, followed by Pasadena and then SFV.</p> |

ADOPTED REDEVELOPMENT POLICIES

| | | | |
|---|---|---|---|
| <p>47. Peripheral Parking Requirements</p> <p>Date: 4/15/87</p> | <p>Requirements for projects within Downtown Traffic Impact Zone generally bounded by Hollywood/Santa Ana Fwy (N), Olympic Blvd (S), Spring Street (E) and Harbor Fwy (W)</p> | <p>New buildings in Traffic Impact Zone having over 100,000 leasable square feet of office floor area shall locate no less than 25% and no more than 40% of code parking in designated peripheral parking locations</p> | <p>Parking policy is a component of the Downtown Strategic Plan</p> |
|---|---|---|---|

Exhibit C-1



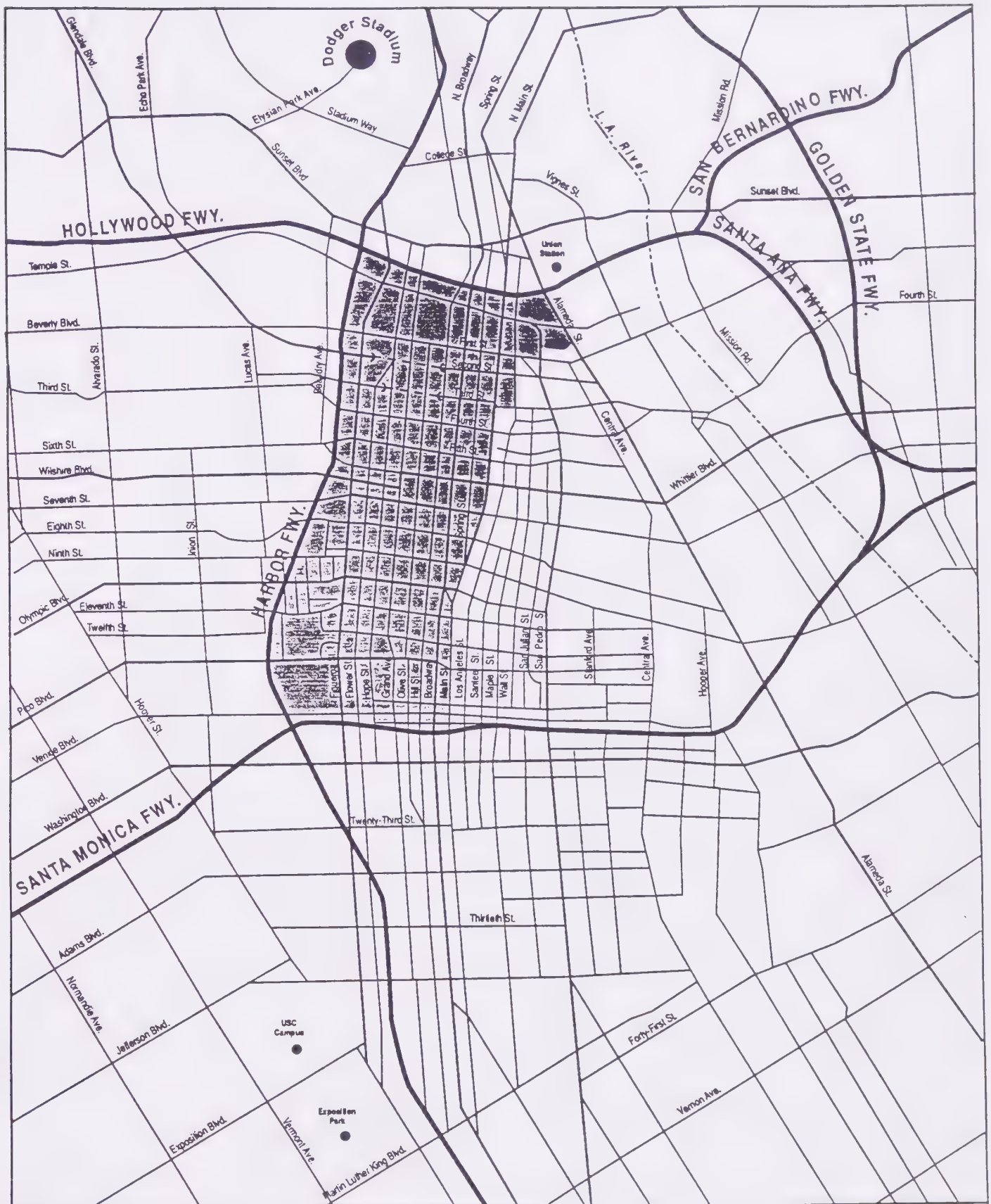
- 16: Adopted North University Park Specific Plan
 29: Proposed Central City West Specific Plan
 32: Proposed Westlake/MacArthur Park Specific Plan
 33: Proposed Central City East Specific Plan

Specific Plans

Exhibit C-2

0 1/2 Mile





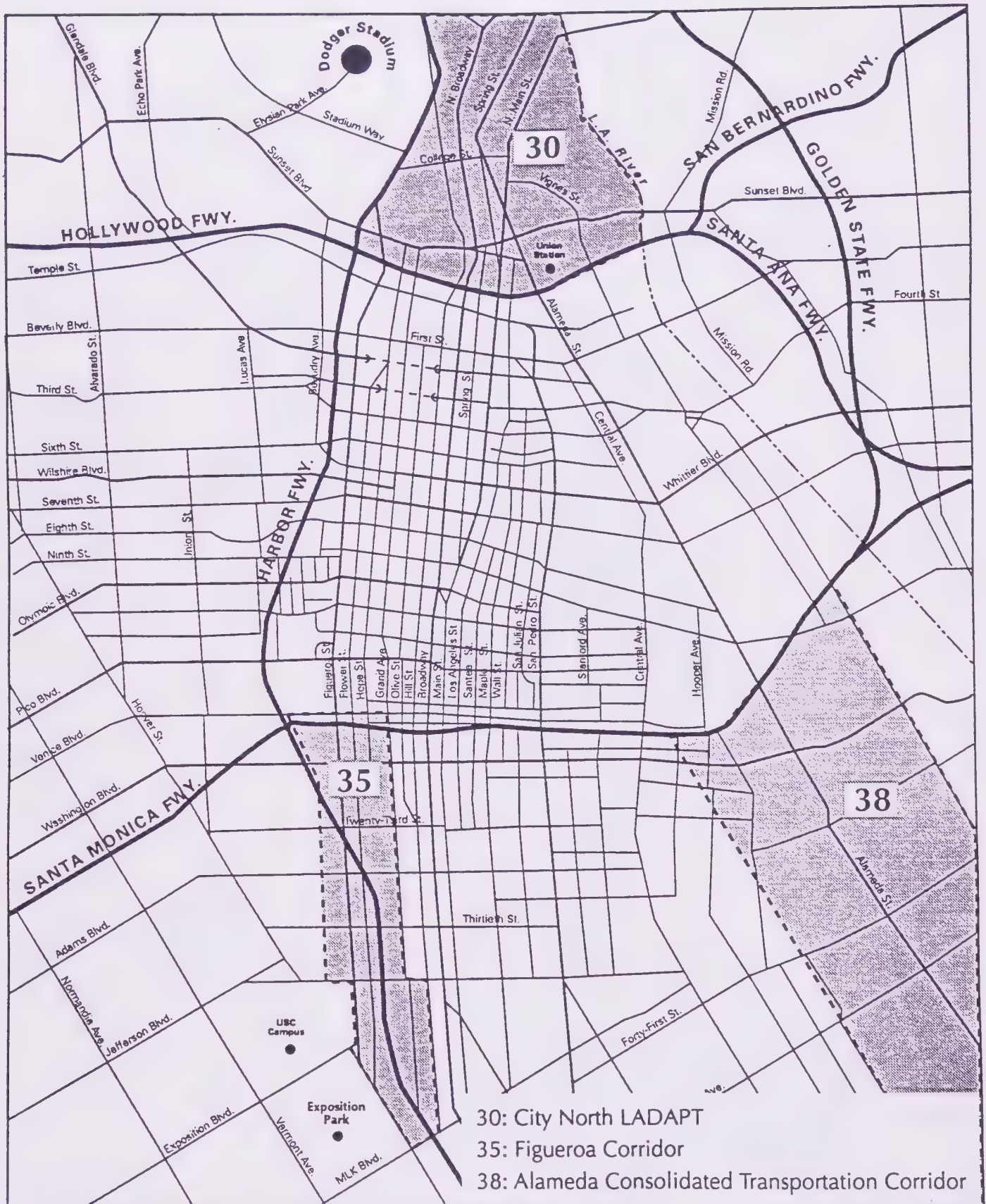
Downtown Strategic Plan

Exhibit C-3

0 1/2 Mile



CRA/LA . March 1990



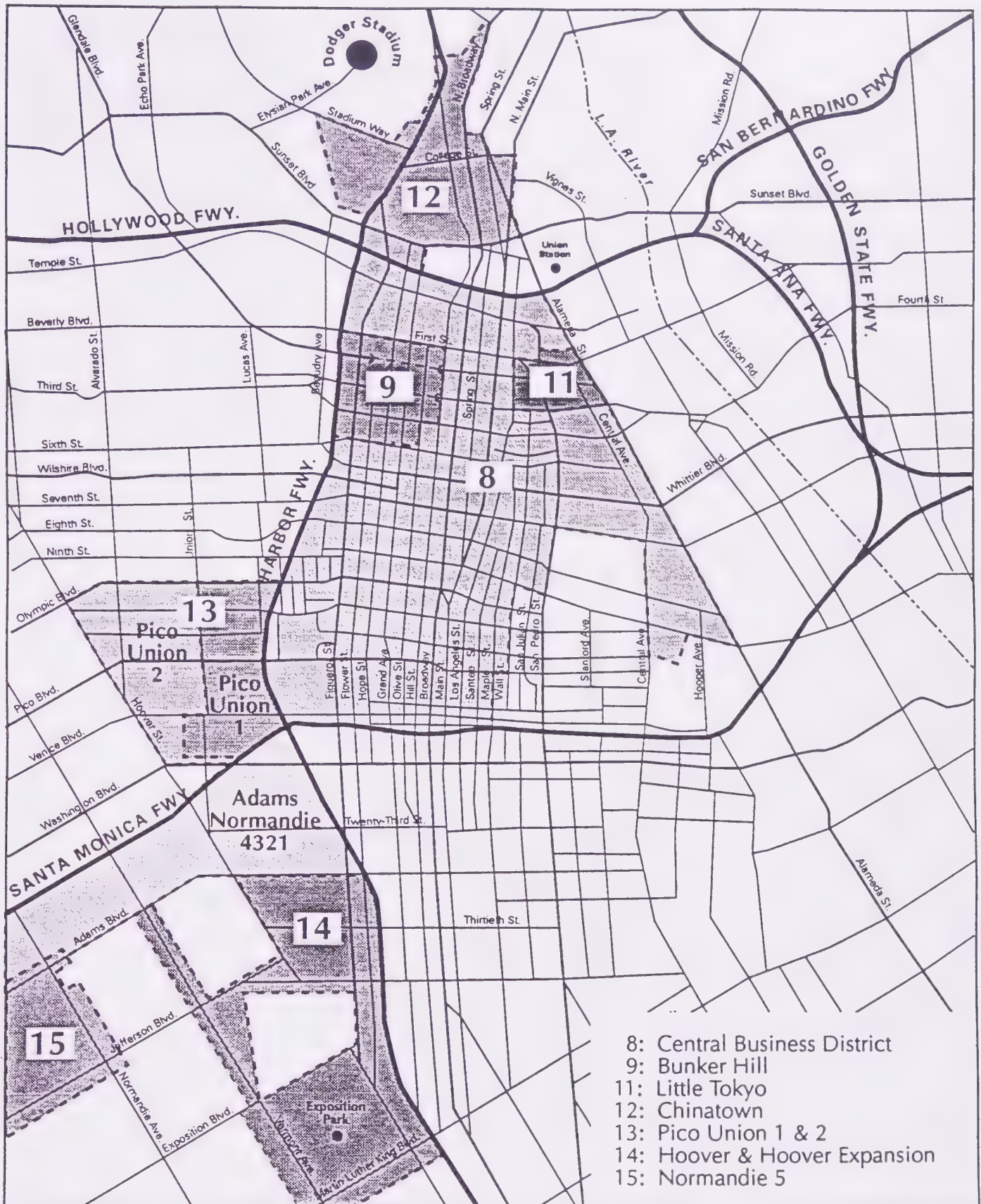
Planning Studies

Exhibit C-4

0 1/2 Mile


CRA/LA, June 1990



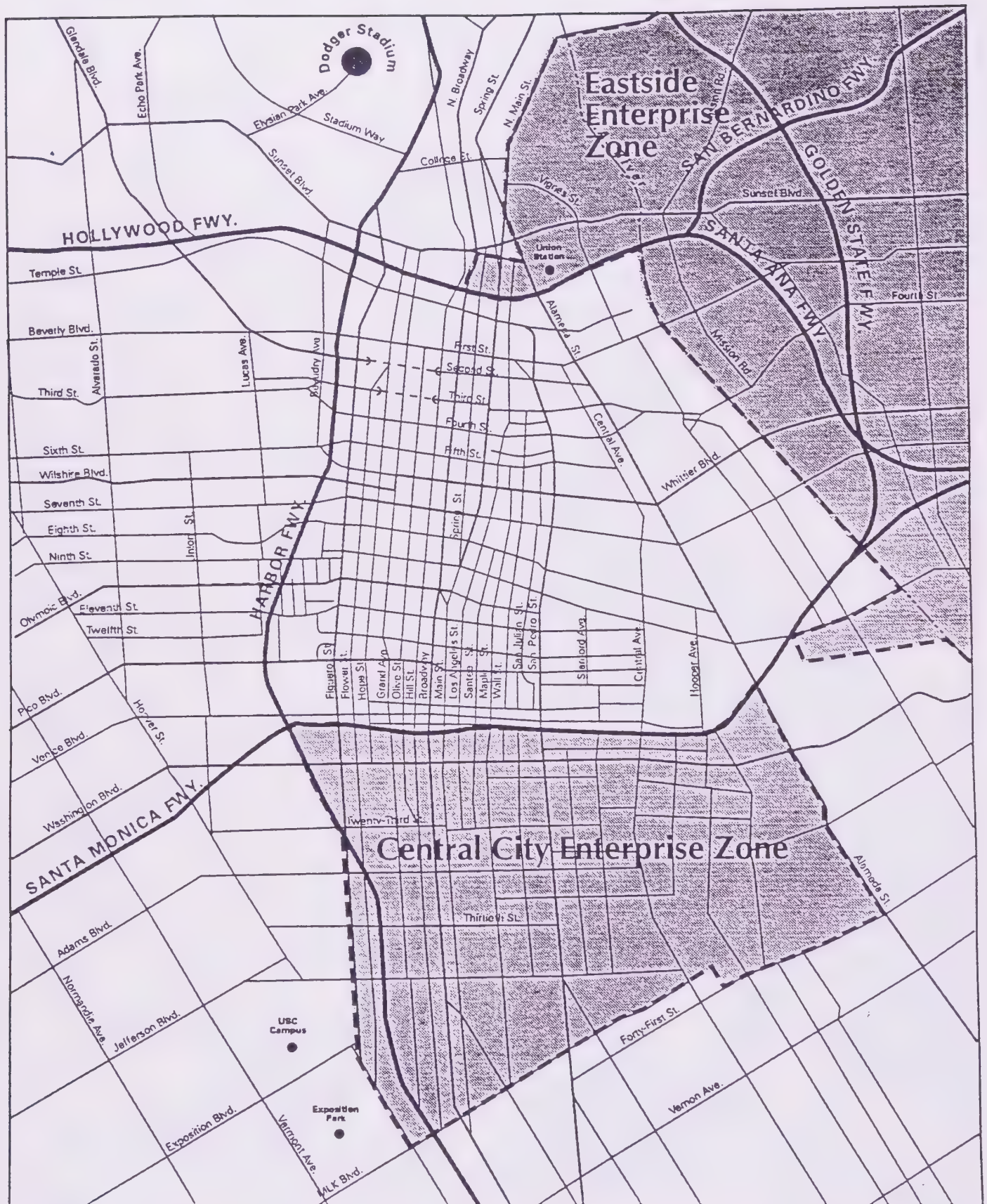


City of Los Angeles Redevelopment Plan Areas

Exhibit C-5

0 1/2 Mile 

Source: CRA/LA, June 1990

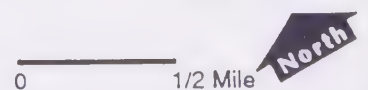


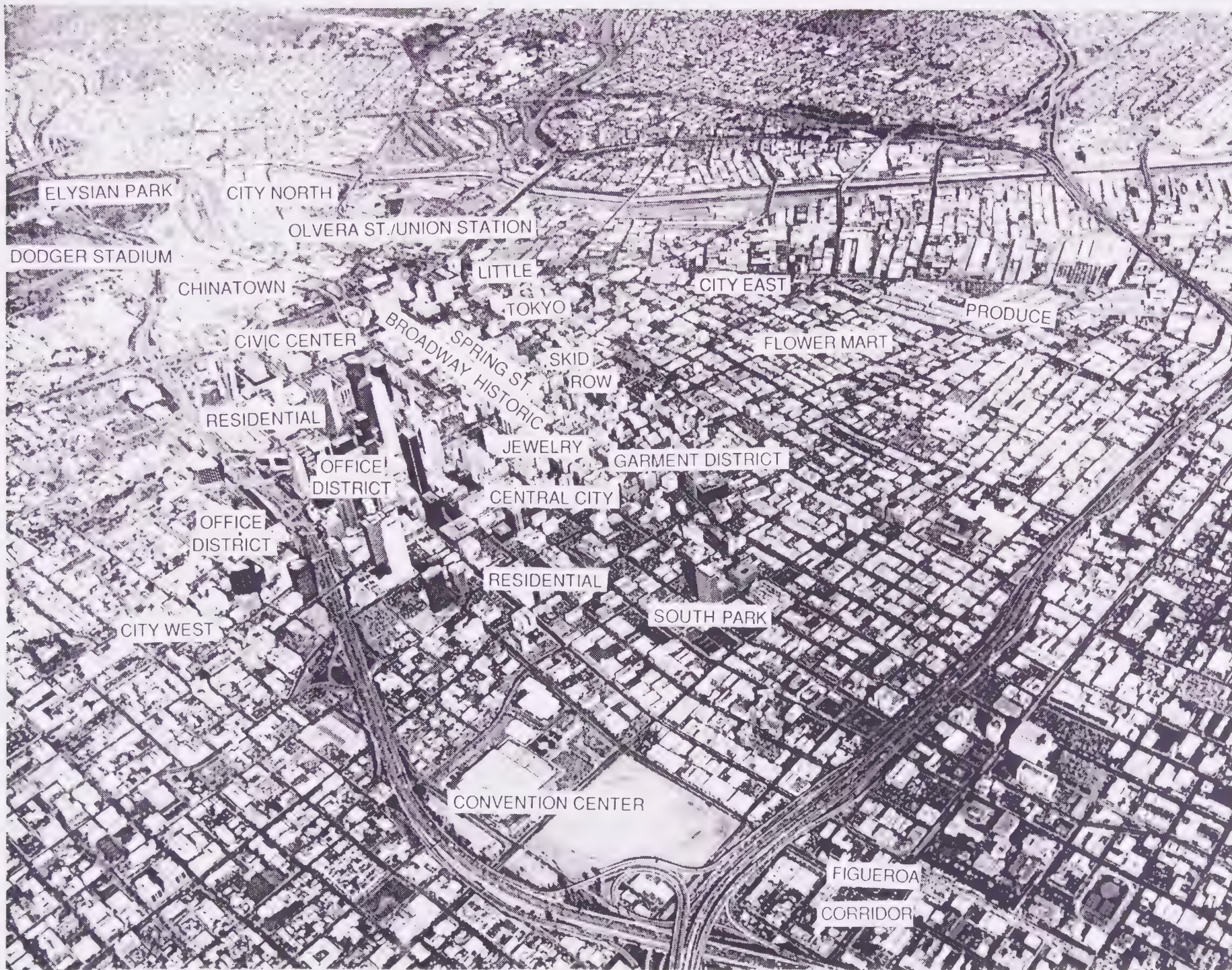
Enterprise Zones

Exhibit C-6

0 1/2 Mile







LONG RANGE CIRCULATION/ACCESS OBJECTIVES FOR
THE
LOS ANGELES GREATER DOWNTOWN AREA

April 17, 1990

The concepts discussed in this paper were formulated by an ad hoc committee comprised of staff from public and private organizations including Caltrans, Los Angeles Departments of Transportation and City Planning, the Los Angeles Community Redevelopment Agency, the Los Angeles Central City Association, the Center City West Associates, DKS Associates, Linscott, Law and Greenspan Associates, and A.C. Martin Associates. The purpose of this report has been to stimulate discussion. The findings have not been approved nor does the report represent official policy of the respective public or private agencies.

LONG RANGE CIRCULATION OBJECTIVES FOR GREATER DOWNTOWN LOS ANGELES

I. INTRODUCTION

Various plans for further development in the greater Los Angeles downtown area have focused attention on transportation needs. It must be recognized that new development will result in significant increased demands for transportation facilities, as well as other public infrastructure such as: sewage, water, electrical and other utility systems. If downtown continues to be identified as a desirable area for employment, retail, residential and cultural growth and economic development, public officials and private property owners will be challenged to implement the necessary improvements to service the added activities. The purpose of this paper is to identify opportunities and propose key measures for maintaining and improving downtown accessibility.

The regional transportation network, shown in Exhibit 1, is already experiencing unacceptable congestion due to current demands for regional travel through the Central City as well as local traffic accessing the existing downtown development. Caltrans data show that congestion levels are at an unacceptable level for more than 4 hours per day for various parts of the central freeway system. The Harbor Freeway slot appears to be a critical element of that system. It presently serves as a funnel for north to south through trips. As much as 60 percent of future traffic destined for downtown will be added to the Harbor Freeway slot.

Travel is expected to increase proportionally to both downtown and regional growth. The traditional downtown, which had previously been thought to be confined to the area east of the Harbor Freeway between I-10 and Route 101, is expanding in all cardinal directions beyond the freeway ring. The historical market rate demand for office development has been estimated at between $3/4$ and $1\ 1/4$ million square feet per year, although there are development plans or proposals for much more. Approximately 10 million square feet are at the detailed planning stage, having initiated development permits and/or environmental reviews. The Central City West Plan is under review, covering an area which has a possible market potential of some 12 to 16 million square feet of commercial development, with a proposed ultimate development cap of 25 million square feet. The Community Redevelopment Agency together with the City Department of Transportation is preparing a Strategic Plan for those portions of the downtown within its jurisdiction.

Additional significant development discussions center around the Union Station Rail Yard area (sometimes called Central City North), the Figueroa Corridor (near the University of Southern California) and the area adjacent to Alameda Street near Little Tokyo.

As illustrated by Exhibit 2, the resulting development would add approximately 43,000 peak hour trips assuming current travel behavior. When combined with anticipated growth in local and regional traffic, the new trips would create travel demands far in excess of the capacity of the existing transportation system infrastructure. Some major transportation improvements are under construction, but they are not sufficient to completely meet future demands. Under construction are: the Metro-Rail (Red Line), the LA/Long Beach Light Rail (Blue Line) and the Harbor Freeway Transitway. A programmed freeway widening in the downtown area will result in an additional southbound lane along the median of the Harbor Freeway. Exhibit 3 graphically demonstrates that these improvements will be inadequate to serve the potential traffic growth.

A comprehensive long range circulation and access plan is necessary to provide for the projected growth. Without an overall transportation strategy, it is very difficult to evaluate current proposals for growth and development. Additionally, along with multi-agency responsibility (i.e., Caltrans, LACTC, SCRTD and City of Los Angeles) to implement circulation improvements, a long range vision is needed to coordinate the individual planning efforts.

II. OVERALL STRATEGY

The following strategies are proposed by this ad hoc committee as the basic components of a long range transportation improvement plan (through the year 2010):

1. Provide a regional limited access facility for through traffic around the congested sections of the freeway system, especially the Harbor Freeway Corridor through downtown.
2. Provide opportunities and incentives for traffic destined to downtown to exit the freeway system before reaching the Harbor Freeway Slot or the Four Level Interchange.
3. Provide additional surface street and freeway ramp links to the regional system.
4. Provide additional surface street capacity for access to/from downtown, including street widenings, one-way and reversible lane streets.
5. Expedite construction of regional transit facilities identified within Proposition "A" Corridors which increase access to and through downtown.
6. Reduce demand by providing motorists incentives to rideshare, use transit, telecommute and vary their commuting times. Establish a comprehensive parking management plan for all of downtown to ensure efficient use of local and regional streets and reinforce public commitments to ridesharing and improved air quality.

7. Reduce total vehicle trips in the region and to/from downtown through demand management including implementation and expansion of SCAQMD Regulation XV.
8. Implement a development phasing program which would coordinate and guarantee implementation of critical transportation improvements with approval of new development increments.
9. Seek both regional and local sources of public and private funds to implement necessary transportation improvements. Pursuant to state legislation, new development should be assessed its fair share of the improvements.

III. KEY RECOMMENDED ELEMENTS OF THE LONG RANGE PLAN

A. HIGHWAY AND FREEWAY IMPROVEMENTS

A1. Regional Thru-way

Construct a second level regional "thru-way" (2-3 lanes in each direction) from south of the Santa Monica Freeway (I-10) to the Golden State Freeway (I-5) via the Harbor Freeway, the Hollywood Freeway and the Route 2 Corridor. This "thru-way" would have connections to and from the north/westerly leg of the Hollywood Freeway (Route 101) as well as I-10 and I-5. It would have limited access/egress to the downtown area. As an alternate, the "thru-way" could connect to I-5 as a second level facility above the Pasadena Freeway, with connectors to I-5.

A2. Alameda Corridor

Extend the Alameda Consolidated Transportation Corridor (CTC) northerly, from its planned terminus south of the I-10 Freeway, to connect with the Golden State and Pasadena Freeways. The concept of the Corridor would be consistent with the plan under development to connect the Los Angeles/Long Beach Port Facilities to the downtown industrial areas.

A3. Route 710 Gap Closure

The completion of the Long Beach Freeway (Route 710) northerly to the City of Pasadena would provide significant capacity for through traffic easterly of the downtown area. The current gap is 6.2 miles. If it is closed as proposed in the final environmental impact statement, 8,000 pm peak hour trips could be diverted from the downtown corridor.

Caltrans proposes to nominate this improvement in the 1990 Flexible Congestion Relief (FCR) Program starting with the 1993/1994 fiscal year. It could be completed by the year 2000 depending upon funding decisions.

A4. Intermediate Improvements

- A4.1 Add capacity to the northbound Pasadena Freeway, between the Figueroa Street/Sunset Boulevard on-ramp and the Bernard Street on-ramp. In the southbound direction, improve the transition between the Golden State Freeway and the Pasadena Freeway and widen and re-stripe the Pasadena Freeway for an additional south bound lane to the Hollywood Freeway. Braid N/B 101 and S/B 101 traffic to Rte 110 and the 2nd Street off-ramp.
- A4.2 Add capacity to the Hollywood Freeway (one-lane in each direction) between the Harbor Freeway and Vermont Avenue.
- A4.3 Add a southbound lane to the Harbor Freeway, between 7th Street and Pico Boulevard, by utilizing a portion of the existing median.
- A4.4 Add capacity to the southbound Harbor Freeway Connector by adding a lane from 8th Street to the Santa Monica Freeway.
- A4.5 Expand the Smart Corridor concept to other freeways and arterials serving downtown.

A5. New Technology

Recent research in vehicle controls show much promise for increasing the capacity of the existing freeway system. Automated highway technology is now being tested by Caltrans. The first implementation will probably consist of a cable guidance system which makes 9-foot lanes a feasible substitute for the standard 11 to 12-foot lanes. This will result in an additional lane on some sections of the freeway system.

Adding collision avoidance intelligence to automated controls could safely reduce the spacing between vehicles from the current 2-second headway. It is estimated that there is a potential to double the 2,000 vehicle per hour capacity of a typical freeway lane. More importantly, this technology would reduce accidents and the related congestion.

It is not known when this technology might be ready for public use. Additional research regarding reliability and safety have to be completed.

A6. Surface Street Improvements

- A6.1 Extend the downtown one-way street system to the west from Figueroa Street to Western Avenue focusing on 8th/9th Street and 6th/7th Street (with Wilshire Boulevard as a 2-way in the center).

- A6.2 Develop one or more high flow arterials between the Hollywood Freeway and the Santa Monica Freeway. Focus on Vermont Avenue, Rampart/Hoover Street and Alvarado Street as possible candidates.
- A6.3 Extend Olympic Boulevard as an arterial to the east to intercept traffic from the East LA Interchange. Realign freeway on/off ramps as necessary.
- A6.4 Convert 1st and 4th Streets to reversible flow arterials over the Los Angeles River and connecting to the Rte 101 and I-5 on/off ramps.
- A6.5 Construct a Figueroa Street Overcrossing of the Pasadena Freeway and extend Figueroa Street northerly to Stadium Way. Realign Figueroa Street Ramps southerly to Sunset Boulevard. This would necessitate the reconstruction of the Alpine Avenue Overcrossing.
- A6.6 Extend the one-way street pattern southerly to Manchester focussing on Figueroa/Flower Street, Grand/Olive and Maple/Los Angeles Street.
- A6.7 Extend the one-way street pattern northerly along Broadway/Hill.

B. TRANSIT SERVICE

- B1. Finish construction of the current LACTC/SCRTD guideway projects as well as the Harbor Freeway Transitway. Begin construction of rail projects to Pasadena and the extension of Metro Rail westerly from North Hollywood to the Sepulveda Basin.
- B2. Expedite the completion of Phase 2 of Metro Rail to the San Fernando Valley.
- B3. Implement the adopted Proposition "A" Rail Routes and continue to develop additional Proposition A Rail Corridors, including commuter rail. Establish as a high priority extension of Metro Rail service to the east and west side of Los Angeles.
- B4. Implement a Transit/HOV facility along the Glendale Boulevard Corridor. Extend the facility to connect to the Harbor Freeway Transitway.
- B5. Utilize the Bunker Hill Transit Tunnel to implement an automated guideway transit (AGT) system for downtown circulation and connection to commuter rail.
- B6. Design all improvements to allow future implementation of HOV facilities on the Route 101 and I-10 freeways, as indicated on the SCAG Regional Mobility Plan. These

facilities are desirable, but are not likely to be implemented before the year 2010.

- B7. Utilize existing bus and rail service within downtown for internal circulation through a uniform reduced or free fare.

C. INTERCEPT AND PERIPHERAL PARKING

- C1. Adopt a uniform constrained parking strategy for greater downtown. Design and implement through public assistance a comprehensive peripheral and intercept parking program having: easily accessible, secure and low priced parking sites, good transit linkages to Downtown, and constrained commuter parking in the most congested portions of the downtown area.

- C2. Develop intercept and peripheral parking facilities with reliable shuttles between the downtown area and the following general locations:

I-5/Route 2 Interchange
Vermont Avenue/Route 101 interchange
SCRTD Maintenance Yard at 4th Street
Exposition Park

- C3. Continue to expand Caltrans' regional program for park and ride lots located adjacent to transit lines and HOV facilities.
- C4. Adopt necessary ordinances and negotiate developer agreements which would assist in the financial implementation of the intercept parking program.

D. TRANSPORTATION DEMAND MANAGEMENT (TDM)

- D1. Implement parking regulations that meet objectives to discourage single occupant vehicle commuting and encourage use of transit and carpools/vanpools.
- D2. Adopt phasing mechanisms which would regulate the issuance of building permits in a manner coordinated with the implementation of the required infrastructure. The completion of key facilities and the achievement of TDM objectives should be the requisite for proceeding to subsequent development levels. Provide incentives for developers to assist in implementation of peripheral/ intercept parking.
- D3. Encourage the formation of transportation management organizations (TMO's) for dissemination of transit/ridesharing information.
- D4. Support a guaranteed emergency ride home program to provide backup to carpools/van pools. Ensure that all new

developments provide high quality priority areas for off-street staging of vanpools, carpools and shuttle buses.

- D5. Provide developers the alternative of providing an employee carpool/vanpool/transit subsidy in lieu of constructing the required parking.
- D6. Provide convenient locations for staging of carpools and vanpools.
- D7. Provide incentives for achieving a better balance in the jobs/housing ratio. Provide amenities (e.g. shopping and other necessary social services) which would encourage downtown workers to live in the downtown area.
- D8. Develop programs to encourage car commuters to travel to work during the off peak hours.

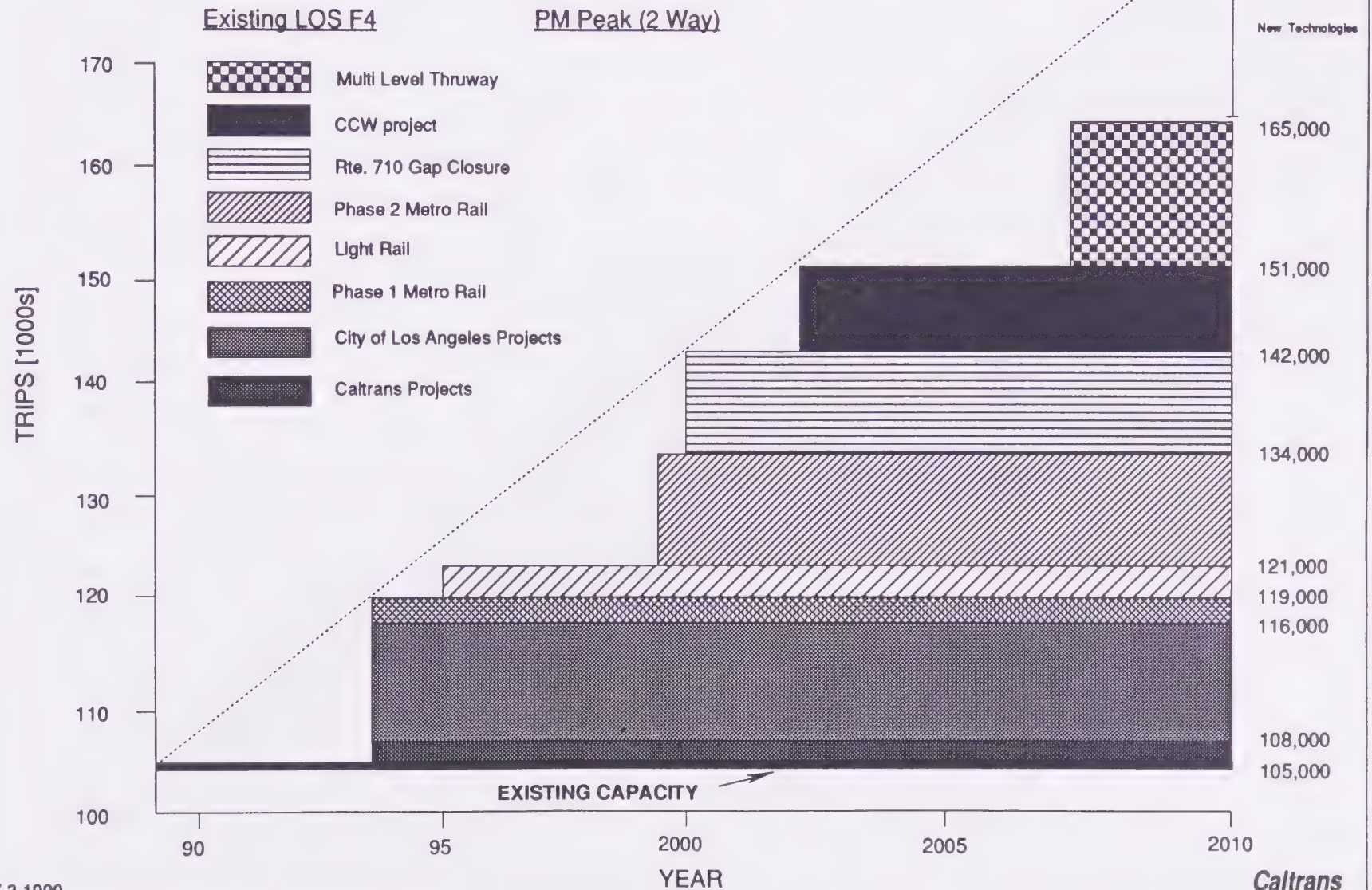
E. FUNDING

- E1. Pending the approval of Propositions 108 and 111, State Constitutional Amendment No. 1 and AB 471 establishes a program for significant increases in the availability of funds for regional transportation improvements. Taken together with existing City Capital Improvement Funds these additional monies would still not be sufficient to implement all of the improvements described in this report. Traffic impact mitigation fees and assessments on existing development will be necessary. Investigation of the toll-road concept as well as congestion pricing schemes should be investigated in connection with the implementation of the "thru-way".
- E2. To ensure the regional funding of the improvements described herein, these proposals should be submitted to the regional transportation planning agency for inclusion in the Regional Mobility Plan and/or the Congestion Management Plan.
- E3. Current transportation impact funds imposed on development are collected by the City. These funds should be made available to finance those projects identified as providing traffic impact mitigation on State Highways. Interagency agreements on the expenditure of these funds will be necessary.

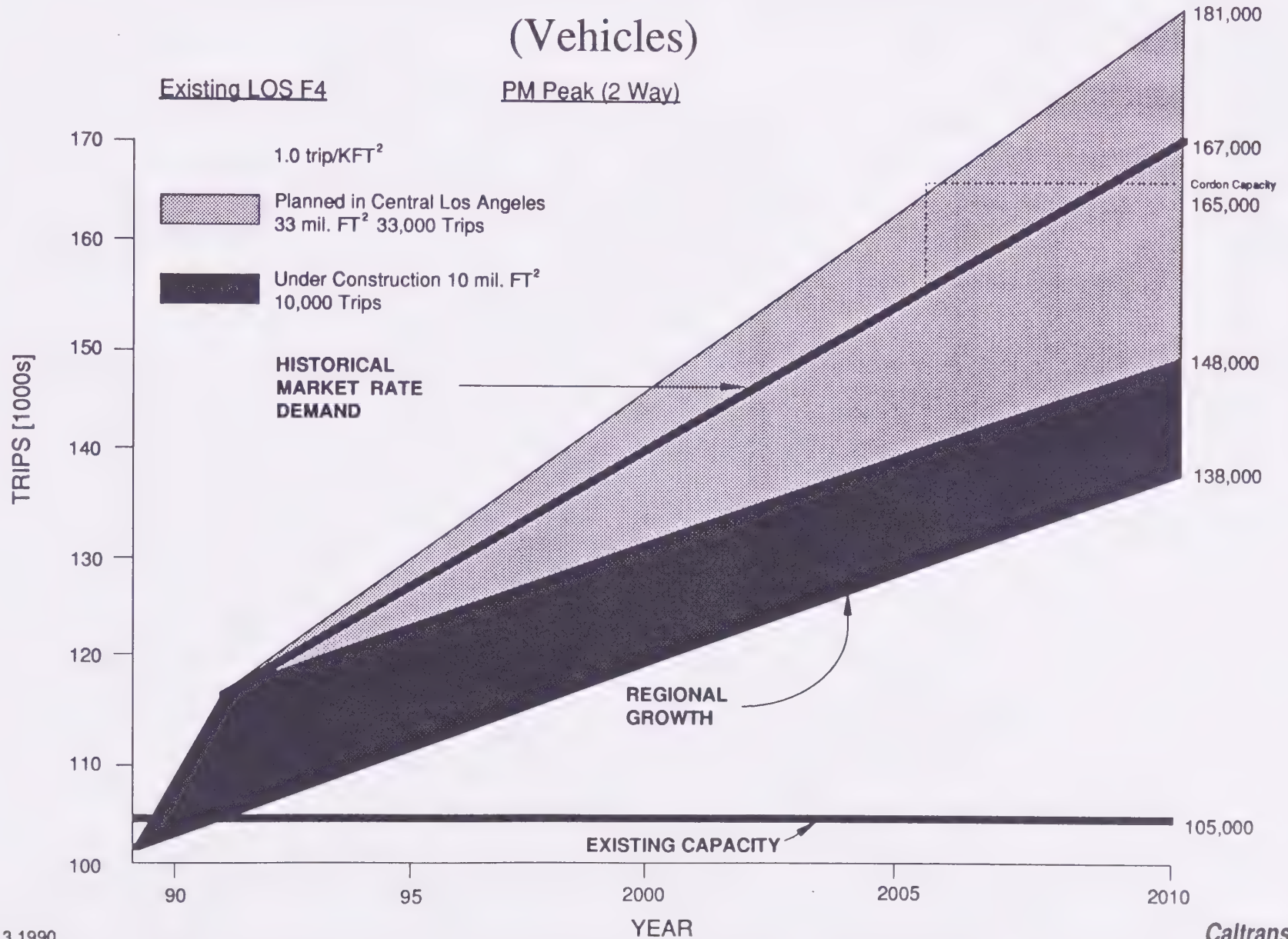
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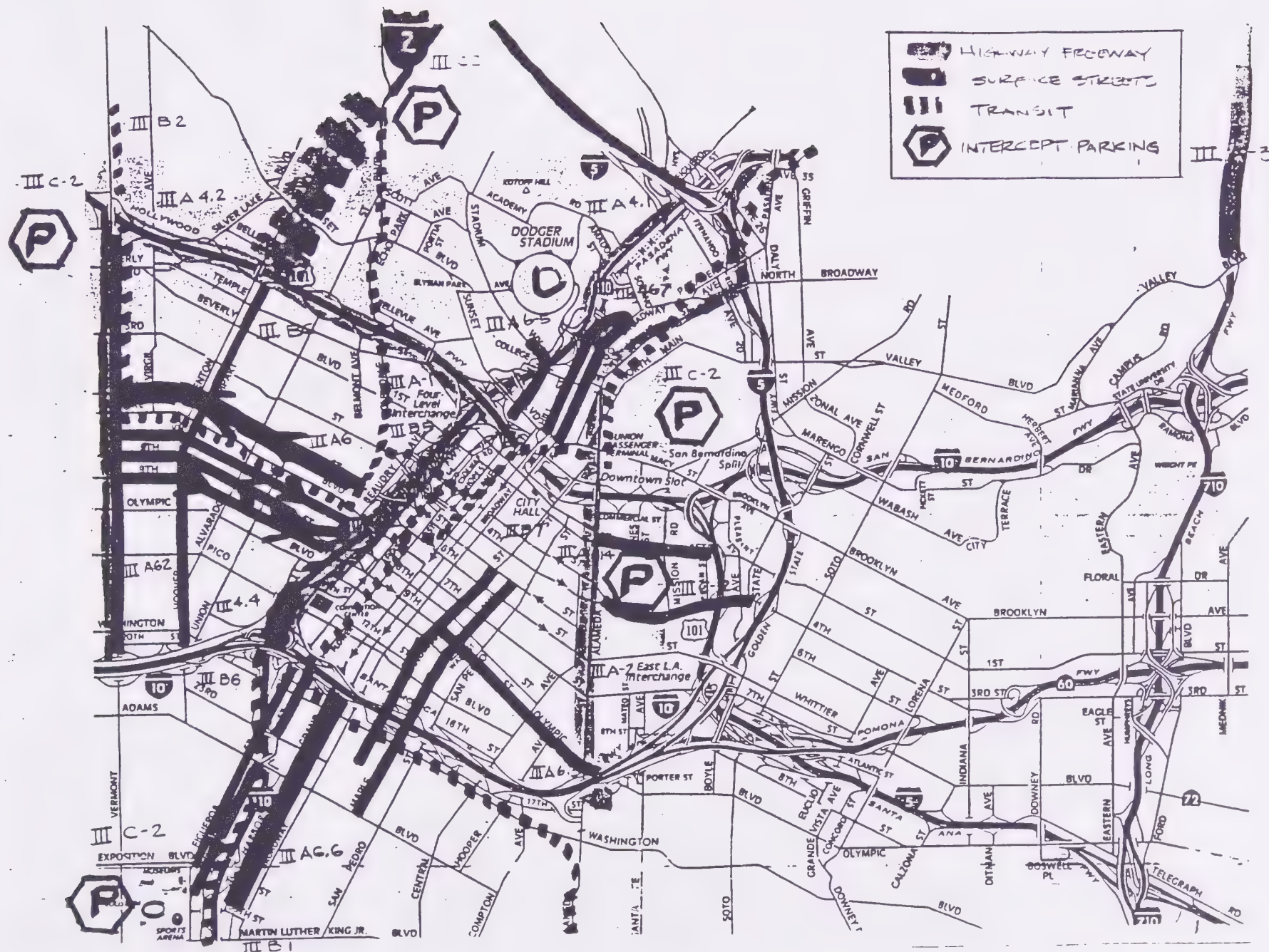
attachment

CBD CORDON CAPACITY (Vehicles)



CBD CORDON DEMAND (Vehicles)







INTERVIEW EXCERPTS

Excerpts from Interviews: The following comments are excerpted from a series of informal interviews with public and private sector participants held during the course of preparing this report.

TRANSPORTATION

Recent observations from the Department of Transportation have identified a reverse in the AM Peak traffic flow -- downtown may be the biggest draw regionwide, but Beverly Hills, the Airport, Century City are bigger traffic magnets. The split in major traffic flow occurs along Vermont Street (for surface streets). Heavy traffic flows go westbound on the Santa Monica Freeway at Crenshaw Blvd.

The Peak Hours have spread over the years with little give left in the Peak Hour spread.

A 70% mode split is necessary to contain the current level of service. Current rideshare mode split is at 38%; compliance with Regulation 15 will bring rideshare to 52%. Growth in downtown with higher mode splits also means holding the line on parking ratios. Reduced parking ratios reduce congestion due to automobiles.

Downtown needs a regional transportation plan; presently Caltrans' freeway systems plan stops short of the core of downtown.

Peripheral and intercept parking should be re-examined. The peripheral parking program is not working.

With a 40% offsite parking requirement downtown, the City should build parking structures at major rail line stations. Developers would then be required to purchase a portion of the parking spaces and contribute towards a local shuttle system. These structures should contain support retail, day care and other services. Parking structures increase capacity by 25%.

Government, the biggest employer, should be aggressively implementing model programs to reduce congestion.

Mass transit is essential to get people to and around downtown. Subways are only part of the answer.

An exciting urban environment cannot be created when automobile dependency exists to the extent it does in the city. Parking the automobile is the single greatest challenge. A major decision must be made on how to store the automobile or else a concentrated urban environment will not work.

I used to live in South Park. It took me 7 minutes to get to work and 45 minutes to get home again. Rideshare gets to the heart of congestion relief.

Interview Excerpts

The eastside of downtown does not have the same kind of transportation problems as the westside of downtown.

Transportation infrastructure and the economic market are the key limits to downtown growth.

Downtown transportation systems should tie one district to another: there is no greater opportunity in the city than in the downtown area to link the cultural and shopping districts of Broadway, the jewelry mart, the garment district, Chinatown, Little Tokyo and Olvera Street.

The long range regional transportation plans focus on downtown and Union Station: metrorail infrastructure is being constructed to accommodate growth; development will follow the transit lines by and large.

HOUSING

It is critical that an affordable housing program pace construction with the availability of funds: New York City's program eventually went bankrupt because construction activities expanded too quickly.

Subsidies should create housing that the market would not otherwise create: subsidizing moderate-income units does not target people who are in need. It is a mistake to subsidize moderate-income housing.

New ideas on housing in Greater Downtown must recognize existing conditions; there already exists a jobs-housing balance among the workers who live in the eastside and Boyle Heights and work in Central City East and the garment district.

27% of the home buyer market would choose multiple family housing, offering a great potential for Greater Downtown.

Housing funded by the CRA should be directed at the community residents within which the project is being built.

Historic housing stock should be preserved, providing a residential element to support retail activities. It is also an opportunity to mix income groups.

Employees of downtown businesses should have the right of first refusal on housing in the near downtown area.

Amenities are very important for housing.

The purchase orientation for home owners has a significant impact on the housing market behavior in Southern California: buyers do it as an investment and not for the more traditional reasons.

Interview Excerpts

GROWTH

The Mayor and Council have a growth policy for the downtown.

Market growth has shifted from an east-west axis (along Wilshire Blvd.) to a north-south axis (along the Harbor Freeway).

Downtown grew because of heavy subsidies during the 60's and 70's at the expense of other major commercial areas. Now it's major housing component is largely missing and it does not offer a 24-hour, vibrant atmosphere that many talk about.

Downtown represents a relatively small percentage of the overall regional growth: about 10%. In the context of the region, it is a small part and should remain a small part. Downtown is important as a center; this is further reinforced by the transit locations within downtown.

The percentage of regional growth occupied by downtown is being reduced. Growth is also going to Glendale, Burbank and Orange County. Downtown tends to have the high end of commercial growth and the low end of commercial growth. The important middle market is going elsewhere. The velocity of foreign investment has shifted corporate owners to corporate tenants.

Downtown has comparatively low FAR's especially as the second largest city in the country. Portland Oregon, for example, has an average 15:1 FAR in its concentrated core.

Central City West and City North could help shape and identify greater downtown.

Growth limits are framed by infrastructure (transportation, housing, sewers) and the market place. There is a 14% vacancy rate among all commercial buildings and a 7% vacancy rate in new commercial buildings.

Los Angeles is achieving symbolism as the heart of the Pacific Rim.

While subsidy was necessary in the 1970's to develop downtown, it was not necessary in the 80's. This kind of development would have happened anyway.

Within a regional context, downtown is the capital of the Pacific Rim. Downtown areas are where corporations locate and they recognize that Los Angeles is where the money is.

Interview Excerpts

One-third of the tax revenue is generated by industrial uses in the city. There is an expectation that the toy distributors of Central City East will greatly expand: "Toytown" is number one in the national market and City East has become a nationwide distribution center for toys.

City East industries are mainly fish processors, toy distributors, with some printing and photographic facilities. There is some job recruitment through Transition House, the Weingart Center and Single Room Occupancy Corporation. However, there is a lot of tension between the industrial employers and the service providers, which should be settled through Council adoption of a specific plan (court-ordered and now under preparation).

A growth policy for downtown could establish a ceiling for commercial and housing measured against transportation. Once transportation or other elements of the infrastructure are met, then this ceiling could be lifted encouraging additional growth. There needs to be consideration of interim limits as growth continues in the city.

The term "Greater Downtown" is incorrect. What we have is a central city with a downtown and satellite centers such as USC and Union Station.

There is some dispirited feeling that too much lobbying is going on and bad planning decisions are occurring because political decision-making has occurred on an ad hoc basis. The issue needs to be confronted. The decision-makers should develop a vision that they can all support about what is downtown.

There is a major influx of new immigrants from South and Central America into neighborhoods east and south of downtown.

A focus on City West takes away from the revitalization of Broadway and Spring Street. Development should be planned around the transit system. A subway stop is needed in City West.

There should be modest and controlled growth north of Downtown: days of uncontrolled growth are gone. The area should not be surrendered to commercial growth. Housing is needed and housing will help support commercial and retail activities.

We need to get into the stream of corporate development: the need to move staff from USC campus to the Medical center by transit is something the City could also anticipate. It would help move more people.

Interview Excerpts

This city does not work yet, although its potential is tremendous. The concentration and mix of uses are missing from the downtown. The process takes too long and there's a lack of flexibility. A decision must be made whether the vision for downtown is a series of outposts or a concentrated big center.

CHARACTER OF DOWNTOWN

It is important not to let labels interfere with understanding the dynamics of downtown: it has districts and neighborhoods: Little Tokyo, the government center, flower mart, jewelry mart, Broadway, garment district, financial core, convention center, Bunker Hill, and cultural facilities such as the Music Center, the Temporary Contemporary and the MOCA. There are artists lofts, Union Station, Olvera Street and Chinatown. It's important to minimize the discussion about plans and definers of geographic boundaries and maximize decisions on the basis of the districts and neighborhoods.

Downtown has a full range of services, including recycling facilities to be built at Alamenda and East Washington. In a sense it can be seen as a house with front and back doors. The front has to do with living working and amenities. The back has to do with industry and services vital to keep the house functioning.

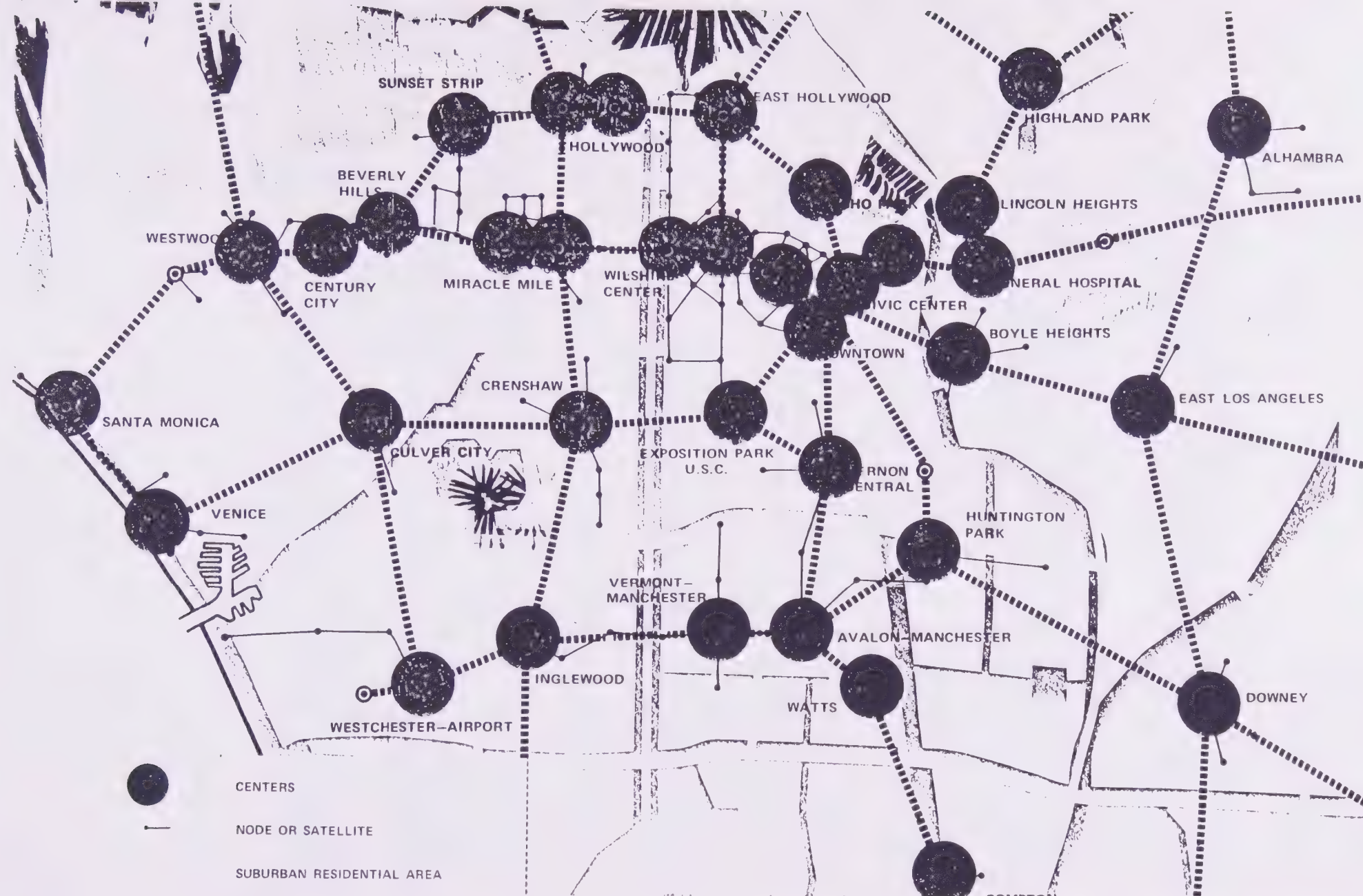
Continuity of land use occurs along the downtown street system.








Downtown is the visual center of the city and region, with a skyline distinguished from all others by the heights and (lately) tower articulation of the structures.

It sits at the eastern edge of the City, but in the regional context, it is the center of the region.

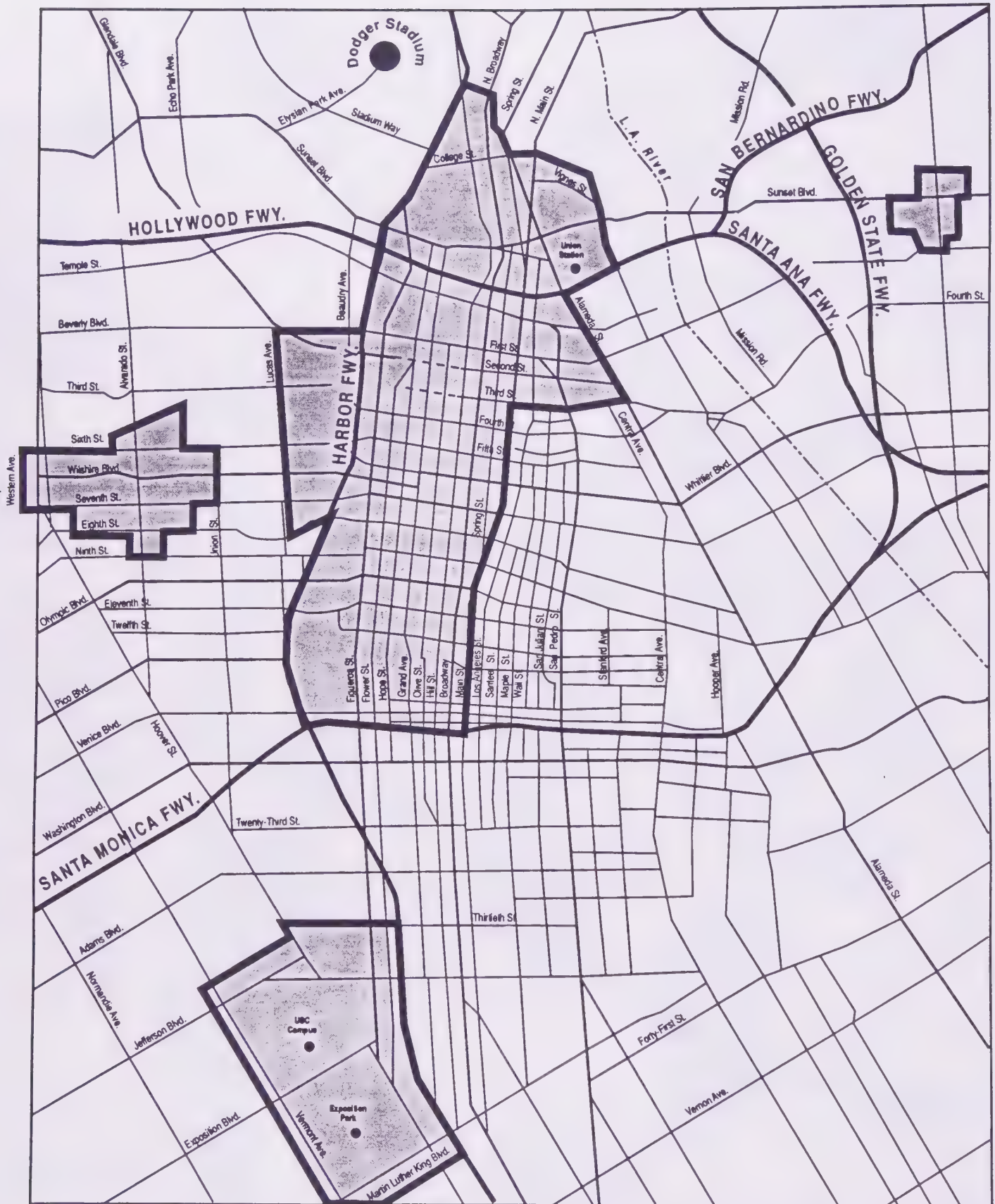
EDITOR'S NOTE ON JOBS-HOUSING: Most interviewees emphasized the need to become more specific about the kinds of jobs in the "jobs/housing ratio" in order to qualitatively provide the kinds of housing needed, nearly all agreed to a tendency to overgeneralize "jobs/housing" among eastside and Boyle Heights and work downtown. Preservation of an existing balance, while also building new housing, was considered critical by many.

EDITOR'S NOTE ON POLICIES and GOALS: About half of those interviewed were aware of city policy and goals specific to downtown and about half were not. Most agreed that there is no coordinated City policy for Downtown.



-  CENTERS
-  NODE OR SATELLITE
-  SUBURBAN RESIDENTIAL AREA
-  INDUSTRIAL DISTRICT
-  OPEN SPACE
-  RAPID TRANSIT LINE AND STATION
-  SECONDARY TRANSIT LINE AND STATION

CONCEPT • LOS ANGELES



Centers Definition Study

Exhibit H

Source: DCP
January 1990





ALTERNATIVES

- A - Highland Park
- B - North Main St.
- C - Mission Rd.
- D - Soto St.
- E - North Broadway
- F - Subway into LAX
- G - Aerial thru Lot C
- H - S.P. Coast Line (Commuter)
- I - Victory Blvd.
- J - Ventura Frwy.
- K - S.P. Burbank
- L - Los Angeles River
- M - San Fernando Line

ACTIVE ROUTES

- N - Harbor Frwy. Busway
- O - Light Rail (Blue Line)
- P - Century Frwy. (Green Line)
- Q - Coastal Rail Transit Corridor
- R - Metro Rail (Red Line)
- S - San Bernardino Frwy. Busway

City of Los Angeles Active Transit Routes



Downtown Active Rail Transit and Busway/HOV Routes

Exhibit I-2

■ Metro Rail Red Line

■ Light Rail Blue Line

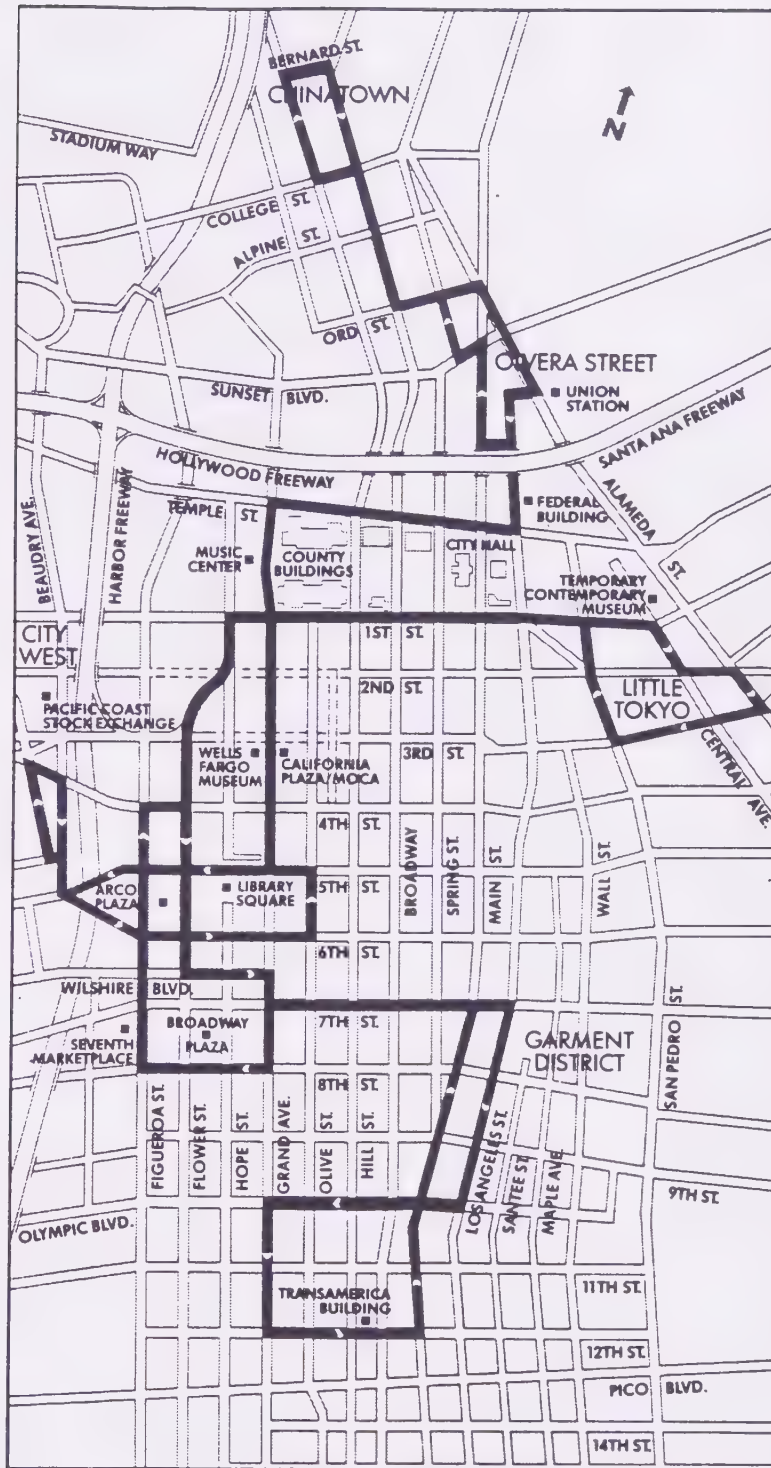
■ Pasadena Light Rail

■ San Bernardino
Fwy Busway

■ Harbor Busway

Source:
LADOT






DASH



PARKING

 Central City Area Exception - Residential
(Prior to March 13, 1989)

 Central City Area Exception - Residential
(Effective March 13, 1989)

 Downtown Business District Exception
(Commercial)



Perceived Boundaries of Greater Downtown

Exhibit M

--- Council Motion

— Planning Department

.... Interview Consensus

Source: DCP
January 1990



MOTION

WHEREAS, downtown Los Angeles is becoming one of the premier cities of the world, and a center of the Pacific Basin, and is experiencing dynamic and rapid economic and social change; and

WHEREAS, the planning and development issues effecting greater downtown Los Angeles include transportation, economic development, housing, jobs, and social services; and

WHEREAS, areas surrounding the traditional central business core, including Central City North, Central City East, Central City West, Union Station, and the Figueroa Corridor toward USC, are all facing critical issues of growth and development; and

WHEREAS, the City has initiated, and is currently processing, specific planning efforts for some areas in the greater downtown which address key public policy issues such as regional transportation planning, affordable housing programs, plan financing and delivery, and other important elements; and

WHEREAS, the review and approval of any specific project within this dynamic environment, absent interim control regulations, raises critical questions of coordination and compatibility with our overall objectives for the greater downtown area; and

WHEREAS, it is critical, for downtown Los Angeles to reach its potential, that there be in place an integrated and balanced set of public policies to guide growth and planning decisions;

NOW, THEREFORE, BE IT RESOLVED, The City Planning Department conduct an initial review of the Downtown Community Plan, the Downtown Strategic Plan, the draft Central City West Specific Plan, the Central City North Design Symposium, the Central City East Plan (proposed) as well as other Strategic Planning Proposals such as the proposed Figueroa Corridor Strategic Plan Study in order to identify issues of coordination, conflict and mutual reinforcement for future downtown policy direction.

Issues to be addressed include:

- a. Do these plans, taken as a whole, reflect the City's current articulated goals for the center of Los Angeles?

PLANNING and LAND USE DIV.

DEC 8 1989



- b. What is the growth potential for the greater downtown Los Angeles, and what are the advantages of such growth to the City?
 - c. What public policies will assure that growth is focused in areas that will reinforce City objectives?
 - d. What are the related public benefits and costs to the City which would affect issues such as housing, transportation, economic development, and social services?
 - e. Do current and future plans assure an equitable approval process for individual project and policy decisions within the context of the Greater Downtown area?
2. The City Planning Department be directed to include in their report a work program to engage and address the issues identified, as well as a description of any proposed and/or draft plans for all of the aforementioned geographic subareas of the greater downtown which specifically address the issues of housing, transportation, economic development and social services, including a status report on the processing of any of these plans.
3. The City Planning Department work with any affected City Departments and Agencies (and participating private sector partners), including the Department of Transportation and the Community Redevelopment Agency, and report back to the Planning and Land Use Management Committee on this matter within 60 days.
4. The City Planning Department and any affected City Departments and Agencies are are instructed to fulfill the goals and objectives set forth in this motion without prejudice toward the processing of any specific planning efforts currently underway in any of the aforementioned geographic subareas of the greater downtown.

PRESENTED BY: 

COUNCILMAN MICHAEL K. WOO

SECONDED BY: 



ACKNOWLEDGEMENTS

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

John Butcher, GIS Supervisor II

with assistance from the staffs of Community Redevelopment Agency,
Department of Transportation and Community Development Department.

**A GREATER DOWNTOWN FOR THE 21st CENTURY:
CF 89-2568**

EXHIBIT "A"

Generalized Planned LAND USE for Greater Downtown Los Angeles

-  Low Density Housing (0.5 to 7 units/acre)
-  Medium Density Housing (7+ to 40 units/acre)
-  High Density Housing (40+ to 80+ units/acre)
-  Neighborhood Commerce/Parking
-  Regional Commerce/Parking
-  Light Industry/Parking
-  Heavy Industry/Parking
-  Open Space/Public & Quasi-Public Lands
-  Freeways
-  City Hall

1 inch = 2700 feet
2700 1350 675 0 2700 5400

June 1990

DEPARTMENT OF CITY PLANNING
Kenneth C. Topping, Director

Systems & Mapping Division,
Geographic Information System Section



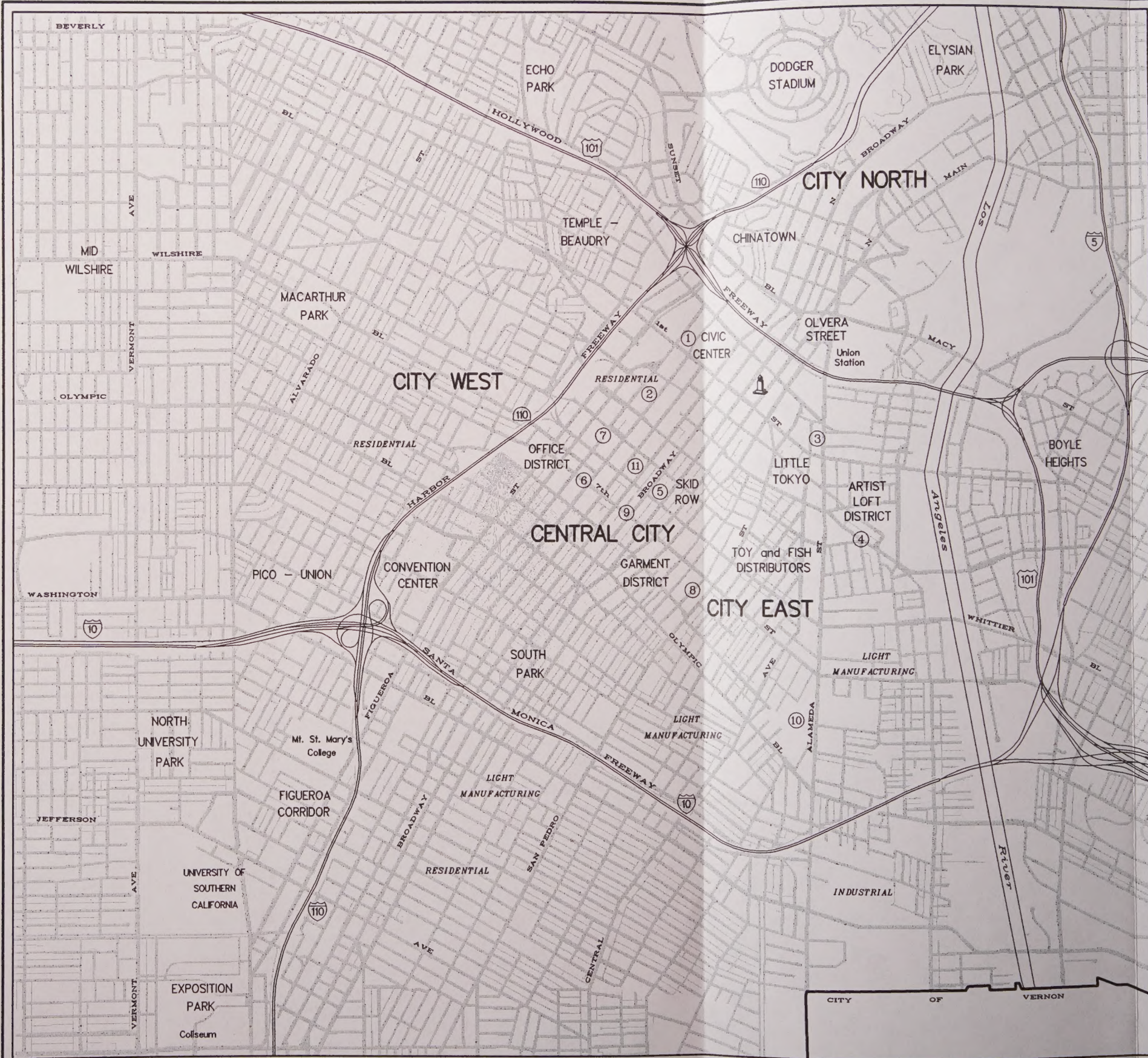


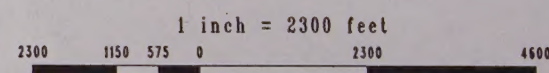
EXHIBIT "L"

DISTRICTS & LANDMARKS

of

Greater Downtown Los Angeles

- #### POINTS OF INTEREST
1. Music Center
 2. Museum of Contemporary Art
 3. Temporary Contemporary Museum
 4. Art Galleries
 5. National Register Historic Districts: Broadway and Spring Streets.
 6. Seventh Street Shopping
 7. Central Library
 8. Flower Mart
 9. Jewelry District
 10. Produce Mart
 11. Pershing Square



June 1990

DEPARTMENT OF CITY PLANNING
Kenneth C. Topping, Director

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